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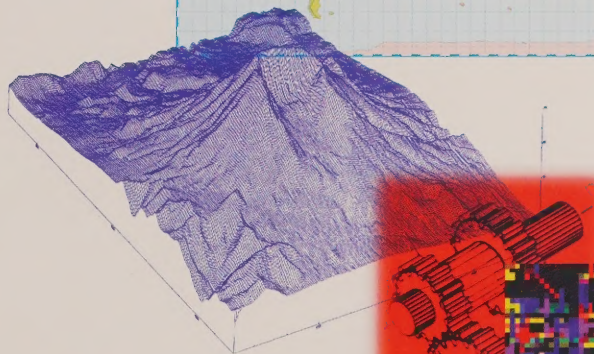
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For the Love of Learning

Report of the Royal Commission on Learning



Making It Happen



Ontario

FOR THE LOVE OF LEARNING



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For the Love of Learning

Report of the Royal Commission on Learning

Volume IV

Making it Happen



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Introduction to Volume IV

The fate of school restructuring is in large part a function of how actively various political interests ... solve education and social problems, and the degree to which they are willing to orchestrate their actions around a common agenda that takes the conditions of teaching and learning seriously.

Richard Elmore, *Restructuring Schools*, 1990

Now that we have outlined our vision of a renewed education system, we must confront the challenge of making it happen – of moving from vision to reality.

In Chapters 13 and 14, we introduce and discuss our final two engines or levers of change – information technology and community education. These are strategies powerful enough to shift the status quo in schools, making significant improvements possible in student learning. They are, in our view, crucial to accomplishing reform.

Information technology can change the process of learning and allow students to move beyond dependence on their teachers. Along with many others in education, we are enthusiastic about the potential of information technology to make learning more relevant to young people, and to foster higher-order thinking. In Chapter 13, we outline the conditions necessary to integrate information technology into teaching and learning, we discuss student assessment and technology, and we propose the supports needed for effective use of technology in schools.

Chapter 14 introduces the crucial but often difficult strategy of strengthening the ties between schools and communities – a process that may involve building a new sense of community. We believe that unless some of the extraneous, non-academic burdens are removed from teachers, it will be increasingly difficult for them to do their jobs well. It is only through closer links (among educators and other service providers, both at the local and provincial levels), that schools will get the support they need to focus effectively on the academic needs of students.

Throughout the report, we have alluded to the special constitutional status of the Roman Catholic and francophone communities in Ontario, as well as aboriginal groups. In Chapter 15, we discuss how funding and governance

structures must change to support the constitutional rights of these groups.

In Chapter 16, we extend the discussion to other communities. Representatives of particular religious, racial, and ethnic groups expressed some of the same concerns regarding funding, organization, curriculum, and student learning as do those communities discussed in Chapter 15. We make recommendations designed to overcome some of the problems faced by these communities and their young people.

How the education system should be organized has been a particularly contentious issue. Our recommendations in Chapter 17 are intended to strike a more appropriate balance among the various groups and institutions in the education system. Some readers may be surprised to find that we do not support some of the changes, such as drastic reductions in the number of school boards, proposed by various individuals and groups. Although we do not advocate radical changes in governance, we do make several recommendations that should result in significant improvements in the future.

The thorny issue of educational funding is dealt with in Chapter 18, with recommendations for a more equitable funding model for Ontario schools, minimizing current disparities. Funding must be equitable. We propose, as have several recent inquiries into educational finance, that for all school boards in Ontario, the main source of funding should be provincial rather than local. Boards would be allowed to raise only a small amount through local taxes.

Chapter 19 examines the important question of accountability – who accounts to the public for what happens in

schools. Two types of accountability are relevant: fiscal and program. We look briefly at each, and then discuss what additional measures should be taken to satisfy the public that the educational system is operating as it should. A publicly funded system must be publicly accountable.

Finally, we address the crucial challenge of implementation – how to transform ideals into reality. After reviewing some of the lessons learned about management and mismanagement of educational change, we suggest actions. Although we focus particularly on the provincial government and the Ministry of Education and Training, we offer suggestions for those at the heart of our education system – teachers, parents, and students. They all can and should participate in the process of reform. We are convinced that change is necessary and that it can be carried out successfully.

Throughout our report, this Commission has stressed that, above all, schools are for learning. The value of our recommendations should be judged accordingly – the criterion of success is student learning.



Learning, Teaching, and Information Technology

Poorly motivated students, of whom our system has more than its fair share, are poor students. Information technology can become the link between the school and the real world of Ontario's young men and women – the component that makes schools, at long last, seem relevant to their lives, and that provides the motivation to re-think their attitudes to learning and the education system.

Technology stands out in our classrooms as a symbol to teachers, parents and students that schooling can and will change, that classrooms may have some bearing on the 21st century after all.¹

When this Commission began its work, the concept of an information superhighway was familiar to only a handful of Canadians; well before we had finished our work, no-one could escape media focus on it. When we began, CD-ROMs were a series of letters decipherable mainly by “techie” insiders; now CD-ROMs are barely avoidable, and it is widely understood that we have only begun to scratch the surface of the capabilities of interactive, multimedia technology. Who knows? One might even have Royal Commission reports in the form of CD-ROMs. (In a recent cartoon, one youngster announces to his pal: “I’m only attending school until it becomes available on CD-ROM.”)

When we started, the *Toronto Star* did not have a weekly section devoted to the world of technology. Nor was it possible to submit a letter to the editor of the *Ottawa Citizen* through the National Capital Free-Net (based at Carleton University) or the world-wide Internet, nor to access our entire report, at no cost, on a brand new Toronto Free-Net.

In fact, at the beginning of our work some members of the Commission, like many Canadians, did not have the remotest notion of how information technology could influence the education system. But awareness among Canadians is growing: according to a 1994 Gallup poll (reported in the FreeNET conference on TVOnline), 54.4 percent of Canadians are aware of the information highway and, among the services of interest to them, education ranked first.

This report, like much of our work, was written (and it is being produced) electronically. We received e-mail on our computers, whether in the office and at home (although we found that e-mailing at home can be a wondrous, but sometimes frustrating, endeavour).

We teamed up with TVOntario to sponsor a computer-based, on-going conference on education issues, where more than two thousand messages were posted. Each of us had a voice-mail system, and we checked our messages from as far away as North Bay. We also used voice-mail in conjunction with our 1-800 number, as another way for people to share their views with us.

We received submissions on audio cassettes and videos, and sponsored both a tele-conference when we were in Timmins, and a video-conference, linking groups in Ottawa and Toronto.

Like a rapidly increasing number of people world-wide, we recognize that the revolution launched by the microchip is permanent; it will only accelerate from here, at a pace that is unimaginable to most of us.

But, while technological innovations revolutionize every aspect of life, and while some Ontario schools have begun to recognize the promise information technology holds, much of our education system remains relatively untouched by it. We are persuaded that, if it were introduced and organized properly, and if teachers were adequately prepared, information technology would have a wonderfully positive role in education, right from the earliest grades of elementary school.

This chapter discusses that potential. We define information technology as one of our four engines (see Volume I:

It does not mean we are suggesting that technology is an automatic good in the learning process.

Introduction), and think that in the classroom its essentials comprise a computer, printer, CD-ROM player, and modem, although it does not necessarily follow that each computer needs all that equipment at all times. There are, of course, expansion components, such as stereo speakers which enhance sound quality, and plotters for certain kinds of computer-generated drawings.

Certainly, there are other technologies that may be useful for instruction, such as the relatively new videodisks and that old standby, the overhead projector; as well, there are technologies used for other school-related purposes, such as voice-mail to allow parents to verify homework assignments; and there are specialized software programs for everything from planning the school bus routes to controlling energy use in the school. For the purposes of this report, we refer to these broader instruments and applications as *instructional technologies*.

We begin by identifying information technology in the context of educational reform, based on what we heard and read about the way technology is driving world changes – though less in education than in other areas. We note the conditions needed to integrate information technology successfully into teaching and learning, and then consider more specifically how computers help students learn, teachers teach, and all learners link with each other and with experts on-line.

We discuss student assessment, students using networks to gather information, and the natural affinity students seem to have for information technology. We also talk about the networks that are linking teachers together, allowing them to learn more easily from each other and to share lesson plans and teaching strategies.

We develop a plan with some fundamental elements: developing teacher knowledge and skills, providing appropriate hardware and high-quality software that has Canadian content and perspective, and linking such computers to local and regional networks. We look at other instructional technologies, such as interactive video, and note the importance of TVOntario in this field. Finally, we group our recommendations to emphasize the co-ordinating role we would like to see the Ministry play.

Before proceeding, however, we want to emphasize that we are talking about information and other instructional technologies as tools for learning and teaching. Almost as a by-product, students also learn computer literacy, how to use the intimidating box that sits on the desks of too many managers unable to turn it on. Our children will learn the skills to exploit its full range of capabilities.

In Chapter 8, we recommended that computer literacy become one of the five foundation skills in the common curriculum. (New Brunswick has already established a computer literacy requirement for graduates of high school and community college, starting in 1996.) This will provide students with the crucial skills needed to use technology in the workplace – and, increasingly, in the home. Moreover, “technology education is more than computers,”² which is why our discussion of curriculum includes the place of broad-based technology.

A new environment

While we are concerned that information technology has barely had an impact on Ontario schools, it does not mean we are suggesting that technology is an automatic good in the learning process. As Professor Ursula Franklin reminded the world in *The Real World of Technology*, the 1989 CBC Massey lectures:

Many technological systems ... are basically anti-people. People are seen as sources of problems while technology is seen as a source of solutions ... When students are seen as not sufficiently competent, it is likely to be computers that the school purchases rather than extra teachers' time and extra human help.³

We acknowledge that machines must be at the service of humankind – not the reverse. That is why we insist so vigorously that, without appropriate teaching strategies, information technology will not do the job required.

To realize any vision of smarter schooling by using technology, [we] must prepare teachers to use the technology. Apart from funding considerations, adequate teacher preparation is probably the most important determinant of success.⁴

We are also wary of the excessive claims made for technology's potential contribution to learning. We were told of a claim made in the United States that "over 20 years of research shows that when technology is used to enhance the instructional process, teacher productivity doubles and students experience at least 30 percent more learning in 40 percent less time at 30 percent less cost."⁵ Such statements, with their precise quantification of uncertain qualitative processes, do little to add credibility to the genuine case that can be made for the role of technology in education.

Used improperly, a computer in the school is nothing more than a wasted resource. As one brief put it, "The educational technology road of the last two decades in this province is littered with the wrecks of unused and ineffectively used equipment."⁶

Clearly, this is not just an Ontario phenomenon: at least one American educator and futurist asserts that "many schools are barely entering the Information Age. They are using computers as data processing devices. Whenever any technology comes into education, it's generally used to do the old job better."⁷ We saw classes in which inadequate teachers were using computers and educational television, but still teaching inadequately.

However, the new information technologies do offer the first qualitative change in the potential for learning since Gutenberg, whose book-based information technology structured the education process for half a millennium.

McLuhan's global village has finally become a reality in the world of education: learning need no longer be bound by time and place, and continuing education is transformed from rhetoric to reality.

Something new is happening, with profound consequences for our schools; the only question is whether we harness it, or it overwhelms us. "In the space age, an improved horse and buggy remains a horse and buggy."⁸

Understandably, overloaded teachers may view information technology as just the latest set of bells and whistles that complicate their daily lives. They may recall that educational television, which does offer some programs teachers can use, was once over-zealously promoted as the classroom of the

"It is time that educational technology be presented to teachers as a useful tool with appropriate supporting resources rather than an additional burden for the teacher to master."

Association for Media and Technology,
in Education in Canada

future, where there would be no need for teachers. Or they may remember the new math, and open-concept classrooms, both of which came and went.

The fact is that many – probably most – schools are barely in a position to make a serious commitment to information technology. As a study for UNESCO points out:

[Information technology] can also be a source of frustration within the present tight and rigid organizational structure of education. Work pressure, lack of (hardware and software) facilities and the frequent lack of proper integration within the syllabus have a negative effect.⁹

That is why the Association for Media and Technology in Education in Canada (AMTEC) is so persuasive when it stresses that, "it is time that educational technology be presented to teachers as a useful tool with appropriate supporting resources rather than an additional burden for the teacher to master."¹⁰ We agree with the AMTEC member who insists such technology is "a teaching tool, not a teacher."

But if many schools and teachers are not yet ready for the brave new world of information technology, two other key players in our society demonstrably are. The education system has become a major target of the gigantic information technology industry, which has a huge stake in every kind of software and hardware, and is taking aim at schools across the continent in an effort to expand its markets.

While the Canadian push is being led by such large firms as Rogers, Southam, Corel, Unitel, and Stentor (an alliance of Canadian phone companies), the international drive is being conducted by some of the most powerful corporations

in the world: Time Warner, Paramount Communications, Microsoft, the computer manufacturers, as well as the dominant players in the gargantuan computer and video-games industries.

Indeed, some of the biggest Canadian concerns have formed links with vastly larger American corporations; AT&T, in concert with Rogers and CP, owns 20 percent of Unitel, while Stentor has a marketing agreement with MCI Communications Corporation.

There is a second, often-ignored stakeholder in the school “business” who is more than ready for the information technology culture: the “client” – the student. “It is not entirely facetious,” according to some educators, “to say that Sega and Nintendo are in control of our children’s educational future.”¹¹

There is a portrait of today’s family that has a certain ring of truth: the child can set the VCR and play video games, while parents, however many university degrees they may possess, are left baffled.

However, not all youngsters have expensive Super Nintendo games at home, and certainly not all have home computers, with or without CD-ROMs; it is estimated that about one in four homes now has a computer, and that as many as two in three will do so by the end of the century. Obviously, children who already have the greatest socio-economic advantages will be the most likely to have the latest, and the best, information technology.

But, regardless of background, children know about Game Boys, television, music videos, VCRs, video cameras, CDs, portable CD players, and the like; especially among boys, even in poor neighbourhoods, arcades open to them

the world of video games and multi-function remote controls.

Children do not regard these as marvellous or breathtaking, but as part of the furniture – in precisely the way their parents were brought up to regard telephones. Indeed, even in the quintessential low-paid, dead-end job, the McJob at McDonald’s itself, everything depends on computerization. “This technology, in their minds, is and always has been.”¹²

This goes a long way, as the UNESCO report notes, “to explaining why teachers armed with chalk and a blackboard are no match for these powerful new media.”¹³ And it is why York University’s committee on technology in education organized a 1994 conference, “Chalkdust to Chips.”

Nonetheless, we are aware of schools in Ontario where students at the senior elementary level have a computer class only once in each six-day cycle, with two youngsters sharing a single machine for 35 minutes. Furthermore, if the computer classes fall on a holiday, or when a student is absent, the opportunity to learn computer skills can occur perhaps once every three weeks.

This kind of scheduling may be done in good faith, but it is a bad joke for students, especially because of the strong affinity this generation shows, under the right circumstances, to moving from games to the most sophisticated computer applications (e-mail, world-wide bulletin boards, computer-animated graphics, electronic file transfers, computer-assisted instruction, etc.).

While it may be difficult to credit – for those who have never had an opportunity to observe school children working with computers – we saw many remarkable classes and some schools where technology is real and is having an impact on both teaching and learning.

At River Oaks in Oakville, an experimental elementary school that begins at the junior kindergarten level, we were stunned by the sheer energy and enjoyment we observed. We later wondered why every Ontario school should not generate the same sense of excitement.

This seemed an especially sensible question because our personal impressions are apparently borne out by academic evaluation. Professor Ron Owston, associate dean of the Faculty of Education at York University, and director of the university’s Centre for the Study of Computers in Education, recently completed a three-year analysis of the effect of

computers on the writing skills of River Oaks students from Grades 3 to 6. Compared to a control group who wrote without use of computer technology, Owston found that “computers improved the structure and organization of students’ work both in narrative and personal writing.”

By Grade 6, students with keyboarding skills were writing 3,000-word stories and were impressive in their ability to organize these very long tales. Finally, their ability to access information through the Internet or on CD-ROMs – atlases, encyclopedias, image banks, “conversations” with peers in Japan – allowed them to create richer works. “Interestingly,” Owston says, “while the quality goes up, so do the students’ expectations.”¹⁴

However, it is crucial to note that River Oaks is far more than a high-tech school: it is a highly structured operation based on a cogent philosophy of learning that is shared by all its staff. As principal Gerry Smith writes:

Technology is a tool to help realize a school philosophy that is qualitatively different from most schools in this province. Restructuring the curriculum has been the major focus of River Oaks since its inception. Curriculum should be meaningful and relevant. Curriculum should focus on a blending of theory with practice. There should be provision for both the “old basics” and the “new basics” such as accessing, managing and processing information, collaborative and co-operative working skills, problem-solving and learning how to learn. Learning should be integrated. Children need to learn with context.

Associated with our curriculum restructuring are the three E’s. The curriculum should be able to engage, enable, and empower students to achieve their full potential. That’s why we can’t stress too forcefully our conviction that computers used improperly are merely another wasted frill and a poor investment in a time of relative scarcity.¹⁵

At the Lambton County Roman Catholic Separate School Board in Sarnia, we saw a board-wide information technology project that was similarly impressive, and we looked on as students at Sir Wilfrid Laurier High School in suburban Ottawa used their spare periods to practise high-level computer graphics. We heard descriptions of enviable programs across the province, from Thunder Bay to Lively to Scarborough, where innovative teachers are ensuring that female students are full partners in technological areas that, traditionally, were assumed to be masculine enclaves.

- **children who already have the greatest socio-economic advantages will be the most likely to have the latest, and the best, information technology.**
- **teachers armed with chalk and a blackboard are no match for these powerful new media.**
- **the education system has become a major target of the gigantic information technology industry.**

We’ve seen highly cost-effective experiments, such as the one at the Wellington Separate School Board’s Holy Family Centre: timetables at three area schools are co-ordinated, and school buses provide transportation so that students, including some younger students, can use the centre’s computer classroom.

We had compelling briefs detailing how computer-based technology could be used, for example, to individualize a child’s education from age 4, based on special needs and aptitudes. In Cochrane, a Grade 11 drop-out who is now involved in computer training for adult learners, told us how her three-and-a-half-year-old grandson uses a computer to do word recognition exercises.

Of course, computers are used for distance education. We were told that the Ontario Institute for Studies in Education has experimented with a course taught exclusively on a computer network. With disks and CD-ROMs, courses can be distributed to students who have access to computers. Where correspondence courses used to consist of books and, more recently, audio and video tapes, the 1990s calls for files and data to be downloaded from networks.

We studied reports of a large number of information technology projects and experiments in American schools, which those involved describe as transforming the nature of learning for kids and teaching for teachers.¹⁶

All the changes in innovative schools across Ontario and elsewhere are the result of new approaches to learning and teaching, facilitated by the introduction of information technology.

Possibilities and concerns

At this point, it is useful to step back in order to indicate our concerns about the entire area of information technology and education. There are, of course, some limitations related to the current state of the art of computers – limits over which we have no control and which will shrink constantly as science and technology progress. But we are looking at those caused by the system and, therefore, within our ability to affect.

First, most of the success stories we have described involve specific projects, carefully prepared and operated by intensely committed and often knowledgeable individuals; the projects have usually received special funding. Therefore, it requires quite a leap of faith to extrapolate from their findings to a system of mass learning. And there are many other conditions that will need to be met before we can reasonably expect all classrooms to reflect the successes of the few experimental ones.

“Technology is not likely to have a qualitative impact unless it is deeply integrated into classroom purposes and activities.”¹⁷ In other words, information technology by itself does not lead to change: the determinants are the ways it is used and integrated into all learning and teaching, the quality and appropriateness of the software that is chosen, and the abilities and interests of teachers.

Higher-order learning skills, for example, are not developed unless the right software is being used in the right way. Similarly, traditional didactic approaches are left behind only if there is enough equipment and if the particular teacher using the technology feels comfortable with the changes involved.¹⁸

In sum, all the changes in innovative schools across Ontario and elsewhere are the result of new approaches to learning and teaching, *facilitated* by the introduction of information technology.

Second, we want to emphasize that, in the end, computers and the related technology are nothing more than machines – even if their ability to process information still dazzles the human imagination. In fact, we doubt they will ever replace the joy of reading a great book as a form of continuing education.

Paradoxically, however, technology’s very dynamics, and the furious pace at which it is being pushed, leads to a fear that the ability to control its evolution is already beyond our control. Is technology in the saddle, riding humankind? Perhaps not yet, but unless we attempt consciously to harness it for socially useful purposes, we may soon be overwhelmed.

Third, major questions remain unanswered about decision-making on the information highway. Indeed, the fascinating issue, given our mandate, is whether we are talking about an information highway, where the public interest prevails, or about an information mall, where commercial concerns dominate. Who will decide whether the interests of the public and the community or of the private sector will be paramount?

There are also very important equity issues related to the educational use of information technology, which must be subject to the same high levels of equity we expect in all areas of education.

We are concerned that, unless it is handled sensitively, the introduction of information technology may well reinforce, not minimize, artificial barriers to learning.

Common sense tells us that financial constraints determine students’ access to technology; obviously, children from poorer families are less likely to have computers at home than those who are more privileged. Statistics Canada reports that 23.3 percent of Canadian households have computers, excluding those used only for games or business, but that this figure doubles in households with incomes of more than \$60,000.¹⁹ In that sense, schools equipped with information technology may give poorer students far greater equality of opportunity than they have now.

We believe that all schools need adequate numbers of up-to-date computers and that all schools must be part of a net.

The only disparity that might exist between and within boards should favour communities where fewer homes have computers.

Unless we find a way for poorer children to have access, outside the school, to information technology equipment (linked to a network), it is quite likely they will eventually fall behind. The possibility of creating a new class of technological literates, with disproportionate privileges, is only too real. And, of course, this new class comes disproportionately from the more affluent sections of society. That is why schools must offer all students the opportunity to master this literacy. Indeed, whether high school students choose the more applied or the more academic focus (as we describe the new options), it is certain that almost every conceivable future work possibility – even at McDonald’s – will require knowledge of technology and its uses.

In developing and using software, we must ensure that negative stereotypes are not reinforced. If software were assessed centrally, using the skills of professional educators across Ontario, it could eliminate the need for every school board or school to carry out such assessments. This would probably ensure that all software in Ontario classrooms, whether distributed directly by the Ministry, the Ontario Software Acquisition Program, or simply recommended as a resource, was of high quality and was balanced. It is important that the effects of information technology on various social groups be monitored.

There is some concern that boys may grasp much of the new technology more eagerly than girls, presumably for the same socially conditioned reasons that girls are less comfortable with science and math.²⁰ The introduction of information technology to all school children when they are very young, as a routine and integral part of their lives in school, should go a long way to making technology gender neutral; if necessary, particular interventions should be considered to accomplish this. In positioning computers as centres of learning, we must take care that girls are not relegated to the periphery, or to mastering only the superficial aspects.

Astonishing work has been done in developing software specifically for students with learning disabilities.²¹ But it can hardly work if these youngsters lack access to the proper tools. Therefore, teachers in information technology programs geared to individualized instruction can guide all students who have special education needs. Gifted children

A Special Education Technology Team and Centre

Providing computer technology to students with disabilities is not enough; decisions have to be made on the appropriate selection of hardware to meet individual needs. Furthermore, teachers must be taught to use hardware and software, and their use must be monitored.

The York Region Roman Catholic Separate School Board formed a special education technology team to do just that. Including a speech and language pathologist, a vision teacher, a consultant for

the developmentally delayed, a physiotherapist, and a computer technician, the team developed a system to review requests and to make recommendations on hardware and software. The team also took charge of teacher in-service in the area, and established the Special Education Technology Centre. The success of the team and of the centre has led other boards to consider similar initiatives; the former superintendent (now a director in a different school board) who initiated this project suggests that they be developed at the provincial level.

can move ahead at their own pace, and can even become mentors to their peers – perhaps even to their teachers.

Another concern is a vital component of schooling, its social aspect. Our aim is not to have students retreat into themselves, talking only to the computer. We were pleased to see many situations in which students work in teams, teaching each other on the computer. This is important. It is also important that they have the opportunity to learn the implications of computer technology: how is society dealing with automation in the workplace? in leisure? in learning? Students should be exposed to the ethical dilemmas of all technologies. “A technologically literate person must ... understand the relationship between technology and social change.”²² And we emphasize again how much we want students to read books, not just computer screens: books have a different smell and feel that must not be lost, no matter how attractive technology may be.

Infusing our schools with information technology equitably and using its impact to re-create schools, curriculum, and teaching will not occur overnight. There are costs to consider, the need to develop skills and knowledge among educators, and the development and acquisition of software. And, of course, we want to create a network (or “net”) to link schools together, so that they can learn and share as a global community.

opinion

“Nothing motivates students to higher performances more than a sense that what they are studying is of real relevance and importance to themselves, their lives and personal aspirations ... the key to a door to rewarding work or exciting opportunity ... [a] link to the real world of students.”

Graham Orpwood, Faculty of Education, York University

The next part of this chapter deals with the elements of a successful transformation of the school system, driven by the engine of information technology. We note the need for co-ordination, so that networks can speak to each other, so that software is evaluated only once. We discuss the kinds of software needed in our schools, emphasizing that – like books and other teaching materials – there must be a strong Canadian presence in information technology; and, of course, we discuss the need for more and better hardware in our schools. But first we bring this and another engine – teacher development – together, because teachers have a key role in bringing computers to life in our schools.

Information technology's contribution to learning

Information technology makes a number of singular contributions to the world of learning. First, as is abundantly clear from all the examples we have described, it makes schools feel relevant in a way that nothing else has or can. Student after student appeared before us complaining persuasively about the irrelevance of schooling to their lives. “Nothing motivates students to higher performances,” writes Professor Graham Orpwood, of the Faculty of Education of York University, “more than a sense that what they are studying is of real relevance and importance to themselves, their lives and personal aspirations ... the key to a door to rewarding work or exciting opportunity ... [a] link to the real world of students.”²³

Poorly motivated students, of whom our system has more than its fair share, are poor students. Information technology can become the link between the school and the real world of Ontario's young men and women – the component that makes schools, at long last, seem relevant to their lives, and that provides the motivation to re-think their attitudes to learning and to the education system.

American educators use almost identical language to describe the consequences of strategically introducing information technology into schools where they teach, supervise, or have studied. “Teachers reported and were observed to interact differently with students – more as guides or mentors and less like lecturers,” one writes about high school. “At times, students led classes, became tutors, and spontaneously organized collaborative work groups.”

After several years, “significant change” was observed in the way students thought and worked. In fact, the greatest difference between students in a carefully planned and structured information technology program and those in conventional schools is “the manner in which they organized for and accomplished their work. Routinely they employed inquiry, collaborative, technological and problem-solving skills uncommon to the graduates of traditional high school programs.”

At the same time, teachers, “began teaming, working across disciplines, and modifying school schedules to accommodate ambitious class projects,” while, in elementary schools, “traditional recitation and seat work have been gradually balanced with inter-disciplinary, project-based instruction that integrates the same advanced technologies in use in high school.”

No wonder the writer concludes that “the catalytic impact of technology in these environments cannot be underestimated. We have watched technology profoundly disturb the inertia of traditional classrooms. For example, technology:

- encourages fundamentally different forms of interaction among students and between students and teachers;
- engages students systematically in higher-order cognitive tasks; and
- prompts teachers to question old assumptions about instruction and learning.”²⁴

While the Commission largely avoids the cliché “paradigm shift,” it is surely appropriate in this context. Certainly,

Students who get into the habit of checking their own learning and understanding are self-assessing, an important skill at a time when, increasingly, people are required to consider how well prepared they are for jobs and a society that changes rapidly around us.

such changes in a school environment, if real, constitute nothing less than a transformation of the learning culture for those involved. Education is being re-invented for them.

Other researchers make equally irresistible claims. The heads of the Institute for the Reinvention of Education at Pennsylvania State University insist that new technology can help students learn and develop at different rates; make them proficient at accessing, evaluating, and communicating information; foster an increase in the quantity and quality of students' thinking and writing; help them learn to solve complex problems; make them globally aware and able to use resources that exist outside the school; create opportunities for them to do meaningful work; and even nurture artistic expression.²⁵

In an earlier chapter, we pointed out that computers have a role in giving students immediate feedback on their progress. Computer-mediated assessment can allow students to test themselves, checking to see if they have mastered a new skill or have the knowledge required to move on to other work. There is evidence such techniques teach students that they have the capacity to improve, while immediate feedback has been shown to motivate students who might otherwise have very little interest in school.

Students who get into the habit of checking their own learning and understanding are self-assessing, an important skill at a time when, increasingly, people are required to consider how well prepared they are for jobs and a society that changes rapidly around us. As students take greater responsibility for assessing themselves, the pace of learning changes and becomes more individualized. All of this may unavoidably alter the way schools and learning are organized. We believe it is vital for schools to manage this process rather than simply being bystanders to it.

However, our discussion would be only half complete if we were to focus solely on how students make use of computers to learn more, better, and faster. The other half of learning in school is teaching; teachers have shown that they can make innovative uses of information technology to change the way they teach, responding to more student needs, and facilitating the better learning we have been discussing.

Of course, it is probable that good teachers always want to use direct instruction, as needed, to convey certain lessons. Nevertheless, we are satisfied that information technology

can be beneficial in fostering the diverse techniques of teaching/learning that the best teachers employ.

No doubt it is true that neither all teachers nor all parents will welcome the greater role for student initiative and independent learning that is virtually the guaranteed result of using any good software program. They, after all, allow the user to navigate through the material independently, exploring directions and pathways well beyond any teacher's possible control or planning. We welcome this new capacity, and are confident that the overwhelming number of children in our schools, if directed by well-versed teachers, will be able to use it productively and constructively.

With these tools, we can "move classrooms away from conventional didactic instructional approaches, in which teachers do most of the talking and students listen and complete short exercises on well-defined, subject-area-specific material. Instead, students are challenged with complex, authentic tasks, and reformers are pushing for lengthy multidisciplinary projects, co-operative learning groups, flexible scheduling, and authentic assessments."

In this kind of reformed classroom, "authentic tasks are completed for reasons beyond a grade. Students also see the activity as worthwhile in its own right." This attitude is greatly facilitated because students "take great pride in using the same tools as practising professionals," not to mention producing work that often resembles that of a professional.²⁶

In the longer term, the increasing independence of most students should provide teachers with some relief from time pressures, time they might then dedicate to students having difficulty.

Vicki Hancock and Frank Betts of the Education and Technology Resources Centre of the Association for Supervision and Curriculum Development stress that, in information technology programs, teachers “expect far more of their students and present more complex material. The range of learning experiences extends far beyond those offered in traditional classrooms.”²⁷ At the same time, more individual attention by the teacher is possible, allowing different learning styles to be accommodated.

Teacher-centred classrooms tend to evolve into student-centred ones. The teacher acts more as a coach than an information dispenser. More collaboration and small-group work occurs.

Another computer specialist, this one in Maine, tells of a school that cancelled the computer classes in its lab and integrated computers into its curriculum, so that students would not just learn to use computers but would learn ideas. The exciting results: “Students have become even more actively involved in their work ... [and] ‘average’ students grew as involved and interested as ‘gifted’ students.”²⁸

Similarly, an English and journalism teacher in San Diego reports that the use of technology in her classes has led “all students, from gifted to special education, to take control of their learning.” In a community with high drop-out rates, she found students fully engaged, and notes that “co-operative learning is encouraged,” enabling her to spend “more of my time as a facilitator of learning rather than an all-knowing expert.”²⁹

These findings are entirely consistent with our impressions of Ontario schools we visited, as well as with what both teachers and students throughout the province say about their own reactions.³⁰

From their experience, educators in the Netherlands add that while “the computer will never replace the teacher ... it will change the role of the teacher to increase the time and attention that can be spent on groups of pupils who are often neglected at present – exceptionally gifted children and pupils who lag behind.”³¹

In its brief to us, the Association for Media and Technology in Education in Canada (AMTEC) described studies that concluded:

Educational technology can create new avenues for social exchange and co-operative learning. Fears that computers will result in students working in isolation removed from all forms of human interaction can be dispelled by watching students in classrooms organized to promote peer interaction. Students solve problems collaboratively, often with their teachers as partners.³²

They also discuss a 1990 project of the University of British Columbia and the Educational Technology Centre of British Columbia, to integrate computer-related technologies in 12 schools. The result was that teachers found the computers had a positive impact, not only on children’s learning but also on their social and emotional growth. “There was a feeling,” according to the report of the project, “that the motivational aspect of the computer encouraged the students to spend more time at the computer, which led to developing skills in critical thinking, creative thinking and problem-solving.”

Moreover, when multimedia programs were used, “teachers commented that children put more effort into their learning and reached high success levels.” Those who have seen a group of Grade 8 boys at River Oaks – hormone-hoppers, as they are quaintly known – ignore the lunch-hour bell so that they can continue working on a collective project will recognize this rare school syndrome.

The British Columbia project also concluded that computers positively enhanced students’ attitudes toward learning in general, and belief in themselves as learners:

There was some speculation that the intriguing mechanical/technical aspect of computers was a factor in motivating children, but more often teachers felt that the contribution computers could make to building self-esteem, empowering and enabling the learner, and building confidence and feelings of success were what really sustained the high interest and use.

Opinion

“Some things only teachers can do. Teachers can build strong, productive relationships with students. Technologies can’t. Teachers can motivate students to love learning. Technologies can’t. Teachers can identify and meet students’ emotional needs. Technologies can’t. Technology-based solutions can, and must, free the teacher to do the important work that requires human interaction, continuous evaluation, and improvement of the learning environment.”

Kyle Peck and Denise Dorricot,
in “Why Use Technology?”

With the tools of technology, students can dramatically raise knowledge levels, learn problem-solving techniques, develop the skills required to manage massive amounts of information, analyze concepts from several different perspectives, and develop the hard-to-quantify higher-order analytic and critical thinking skills that are required in the global marketplace.³³

We know that individuals learn at different rates, and, while Howard Gardner’s theory – that each of us has many different kinds of intelligence³⁴ – has gained widespread acceptance, in the real world of a large classroom, it is extremely difficult for a teacher to act on this knowledge. Information technology begins to make it feasible to order learning to fit the individual child’s characteristics.

Further along the continuum, a digital electronics program at Humber College in Etobicoke has resulted in a computerized learning infrastructure that made it possible to offer individualized instruction, continuous intake of students throughout the year, and computer-managed learning (CML). According to the creator of this program, “perhaps the most important advantage of individualized instruction is the fact that students are forced to learn how to learn on their own ... Most become confident learners and are very pleased with themselves.”

Under CML, each student progresses through his or her courses. The program

delivers homework assignments, supervises examinations, checks answers to assignments and examinations, provides students with reports on test achievement, allows entry of grades from faculty graded projects such as labs, checks data gathered from lab measurements, and provides comprehensive statistics of the student’s grades, classes, objectives, and test-question success.³⁵

In addition to enhancing student learning, information technology offers teachers ample opportunities for using computers (and the communications networks they access) to share ideas, learn from each other, and form collaborative networks of professional educators.

The Commission learned a great deal from the Culture of Change Electronic Village, a province-wide network of the Ontario Teachers’ Federation, which allows teachers to link to each other. OTF has structured the network so that, in many Ontario communities, it is only a local call; the system features “conferences” of all types, where teachers can discuss issues, share lesson plans, and pose questions.

According to *Globe and Mail* education writer Jennifer Lewington, who solicited comments from participants, the results are encouraging.³⁶ Said one teacher, “It is one of the best sources of professional development that I have come across and made use of in the past 18 years.” An external evaluator commented that the network “is one of the most powerful tools for policy feedback.”

We envision this network growing, increasing the number of teachers involved and expanding the topics for discussion. We also foresee the possibility of school boards, education faculties, and others using the net to send educational research, the material for an in-service course, or new Ministry curriculum guidelines. The possibilities are exciting.

Making it happen

Teacher education

Almost all reports of successful projects in information technology describe its profound transformative effect on the role of the teacher. In the long term, UNESCO reports, the teacher goes from “know-all to guide, from soloist to

**Project Discovery
(A Multi-Media Centre)**

Teachers in the Metropolitan Toronto Separate School Board have a multi-media resource centre where they can learn about the new technologies; it comprises computers, electronic keyboards, materials, and resources used to provide in-service work-

shops to teachers in four schools. The workshops are organized during and after school hours; students also have access to the centre. Networking among the teachers has already led to development of integrated theme units incorporating the arts and technology.

accompanist.”³⁷ He or she tends to become more of “a facilitator: someone who creates the conditions for learning and organizes the learning processes.”³⁸

What gives these many diverse reports credibility in our eyes is the sensitivity they show towards the teacher’s place in the new world of information technology. Virtually all the researchers believe that information technology can work only if teachers are intimately involved. Some wax almost poetic:

Some things only teachers can do. Teachers can build strong, productive relationships with students. Technologies can’t. Teachers can motivate students to love learning. Technologies can’t. Teachers can identify and meet students’ emotional needs. Technologies can’t. Technology-based solutions can, and must, free the teacher to do the important work that requires human interaction, continuous evaluation, and improvement of the learning environment.³⁹

But no-one, however excited or knowledgeable about technology, believes that teachers can play their new roles without professional development. “Our teachers need training,” the Council of Directors of Education of Ontario told the Commission. “We are asking professionals, educated in a paradigm of the teacher as information dispenser, to be cognizant of the powers and potentials of the [new] technologies. Without funding and support, teachers will not likely be able to equip themselves with the tools necessary to be an educator in the 1990s and beyond.”⁴⁰

Teachers, says an American educator, must be given the opportunity “for not only learning how to use the technology but also learning strategies for using technology with students.”⁴¹

The first step is to make current teachers comfortable with information technology – using it themselves, teaching with it, and selecting the software that will best fit their courses. In fact, a number of teachers are already familiar with the world of educational technology. But the majority, quite naturally, are probably as intimidated by the new technology as people elsewhere – including those on this Commission.

We do not expect tens of thousands of Ontario teachers suddenly to be transformed from techno-peasants to techno-pedagogues, able to turn traditional schools into cyber-centres where teachers and students surf the techno-waves.

But there is no reason why all teachers cannot learn to be modestly at home in the world of information technology, as long as appropriate time and resources are made available to prepare them properly. Nonetheless, we have been told that the commitment to teacher in-service is woefully inadequate in most school boards across the province. While some are taking necessary action, it appears that most boards, already resource challenged, do not provide anything like sufficient resources for technological development.⁴²

The other step is to provide more and better technological education to all those entering the teaching profession. We can surely take for granted that most of them will already have some considerable knowledge of the world of information technology: at the minimum, all are likely to have prepared their university essays on word processors, and each new year’s crop can be counted on to take the latest technology more for granted. But, as they undergo the long process of becoming really accomplished teachers, it is crucial that they know about technology and especially how to teach with technology. That is true whether they intend to teach in elementary or secondary schools, or whether they become calculus or literature teachers.

In earlier chapters on teacher selection, initial preparation, and on-going development, we recommended that students’ prerequisites for entry to a faculty of education include a demonstration of a basic familiarity with information technology. The definition of a basic familiarity will change as more and more applicants see computers as just another tool; however, we would suggest that all applicants should be able to use a word processor (and use it regularly to do papers), know how to use other types of software, such as databases and drawing or painting programs.

There is no reason why virtually all teachers cannot learn to be modestly at home in the world of information technology, as long as appropriate time and resources are made available to prepare them properly.

Given our emphasis on computer-based communications networks, all applicants should have used communications software to link to an electronic bulletin board. Happily, there are hundreds in this country, including many that are school based, school-board based, or public.

With student teachers who are equipped with this background, the task in initially preparing them for their profession is to give them knowledge and skills in applying information technology in the classroom. This means knowing how to integrate computers in all areas of the curriculum.

While we are not suggesting that teachers know a given educational software program, we do argue that they need to know how to select high-quality software, appropriate to the age of the students and their current tasks, which might be available in a school or board resource centre. Teachers, with the assistance of their school boards, the Ministry, teacher federations, and education faculties, must develop a level of comfort with information technology.

We emphasize that this is a joint effort: teachers must see the value of information technology in their work and in their daily lives, while school boards must see the importance of computers in the classroom. We suggest that teachers take advantage of the educational discounts for computer hardware and software available to them, as well as to training courses provided by school boards and others. Each person must take responsibility for achieving a level of technological comfort and expertise necessary for being a teacher in Ontario's modern school system.

But we also suggest that the range of courses be enhanced to give practising teachers the knowledge and skills to use computers in the classroom successfully. Aside from schools in which there is a shortage of computer equipment, all teachers not now using computers in the classroom should be expected to modify their teaching strategies and to become involved.

There is nothing irrational about teachers being afraid of looking stupid in front of students who know more about computers than they do; similarly, the difficulties of integrating computers into daily classroom practice with no system support are not imaginary.⁴⁵

Teachers who regularly use computers in their regular classroom work, should have opportunities for advanced study. Universities, school boards, federations, and the Ministry must work together to ensure that both types of professional development are available.

Throughout this report, we have attempted to demonstrate how the four engines assist each other synergistically; in this instance, the relationship between technology and teacher preparation must be organic.

At the same time, if we are correct in believing that early childhood education predisposes children to learning, schools that offer the kind of motivation provided by strategically directed technology are building welcoming institutions. And as more and more homes computerize, the possibility of families working together on technology-related projects becomes increasingly likely; this makes the availability of computers especially important for students from poorer families who, while they may not have computers at home, will at least be systematically introduced to information technology at school.

Hardware

Common to much of what we heard and read is the matter of access. Unless both the software and hardware become widely available throughout Ontario schools, the bright promise of technology will remain a dead letter for the great majority of Ontario students. It appears that, in the past, the government saw meeting this need as a high priority. Paul Ryan, a Windsor teacher and president of the Educational Computing Organization of Ontario, told us that

There was a time when the province of Ontario, through the Ministry of Education and Training, provided vision, and leadership, and the funds to make things happen. The development of the Icon computer; a comprehensive computer science curriculum; the initiation of the GEMs [grant-eligible micro-computers, those that

Computers Across the School

At St. Joachim School in the Dufferin-Peel Roman Catholic School Board, computers are not just the domain of students and teachers in regular classrooms. The school, which has been entirely wired using ICON computers, has

placed computers in the classrooms used by the child/youth worker, ESL, and special education and resource teachers. In addition, there are workshops that involve parents and the school is using computers to communicate with students in Kentucky, New Orleans, and Maryland.

met the Ministry's criteria and were, therefore, jointly financed by the school board and the Ministry] to allow schools to purchase hardware and software; the encouragement of the development of Ontario software for Ontario schools by Ontario companies; [and] the establishment of a Ministry department to facilitate technology use across the curriculum helped us leap ahead of other provinces and states. The result was not only a significant improvement in the classroom experience for both students and teachers, but a burgeoning of Ontario's high-tech industries.

Over the last few years, though, the vision has clouded, the drive has been lost, and the funds are drying up. Schools are hard pressed to continue existing programs, and Ministry policies created through hard work and consultation with educators and industry are downgraded to "suggestions" ... The recent decision to cut the existing GEM grants by 50 percent was not a positive move.⁴

Of course, funds are drying up for all manner of worthwhile programs, and it is hardly surprising that the computerization program suffered its share. As aware as we are of the financial realities, we strongly urge the Ministry to give priority and budget increases to policies and programs for acquiring information technology, as well as for the development of networks in classrooms, and that it maintain a separate budget line in this regard.

But we are all perfectly aware that financial constraints will remain, and that, for the foreseeable future, the provincial government cannot realistically be expected to computerize the province's education system on its own. In fact, it is not possible to equip schools for the technology revolution without the full participation of the wider Ontario community. As the Information Technology Association of Canada said in its "Education Statement" of January 1994:

All levels of government, industry and the academic community must work to equip Canadian classrooms with the necessary tools (modern computers, communication capabilities, qualified educators and a learning infrastructure) to make IT (information technology) a serious learning tool.⁴⁵

Given that everyone knows government alone cannot afford to cover these costs, we see this as a direct challenge above all to the business community, which has the opportunity to use its resources to back its often-stated educational concerns. Business demands that schools produce graduates who are creative, thoughtful, and problem-solvers. Because so many business spokespersons believe that future Canadian prosperity depends on the ability to exploit high-tech's new tools, we assume they will want to help schools technologically enter the 21st century. Otherwise, it is almost impossible to see that happening.

In fact, while we were very impressed with the computer environment at River Oaks, we could hardly fail to realize that it is very much an experiment, apparently made possible only through donations from the private sector. The Holy Family program – a pilot project whose concept can be adapted to families of schools, school and public libraries, and school boards serving the same geographical area – was also able to acquire hardware at special prices.

Lambton County, whose information technology project impressed us so greatly, sacrificed its music program in order to move toward the information superhighway – a Hobson's choice in a world that already has far too few good music programs. Education partners in this province must find ways to provide all students with cost-effective, technology-based learning, without having to sacrifice other valuable learning experiences.

There is a need for more, and more up-to-date, computers. We have seen the way computers are distributed in Ontario's schools, and we are less than convinced that computers dating back to the early 1980s are going to help us move into the next millennium. Many very creative teachers are successfully using the 20,000 Commodore 64s and Pets (including SuperPets and 128s) that, according to Ministry data, were in schools in 1993.

While it is better for students to have some familiarity with computers than none at all, these old machines even lack hard drives, let alone have the capability of running today's software or connecting to CD-ROM players and

modems. A Commodore 64 built in 1983 has the same relationship to today's basic desk-top that a horse and buggy has to a jet plane; it becomes increasingly difficult for these primitive machines to play the role we believe is potentially possible in transforming the very nature of learning.

In 1993, the federal Department of Industry, Science and Technology announced it would redirect surplus government computers and processing software to school systems across Canada. As of September 1994, some two hundred computers had been delivered to those Ontario school boards designated by the national advisory board that had been established to oversee the allocation process. (A survey carried out for the program showed that more than 100,000 computers were requested nationally.)

Although we have some concerns that equipment considered obsolete by industry is not going to help schools stay on the leading edge, we think it a worthwhile project for the Ontario government and the business community, many of whose members regularly discard large numbers of used computers. As it happens, computers donated to schools may be considered a charitable donation for the purposes of federal tax.

Of course, the private sector can do more than simply contribute computers it no longer needs. Just as they come together in the Learning Partnership (formerly the Metro Toronto Learning Partnership), computer companies and others can help to ease computers into schools. While competition may drive the economy, it is not always the best way to support schools. Companies that refuse to work together, for example, which leads to different and incompatible operating systems, do not help schools. We are encouraged, however, that computer companies are part of the Learning Partnership.

It also seems to us that students who have access to computers after school, on weekends, and in the summer have access, in effect, to the school. They can continue their learning as if they had never left the building, while those without access may be left behind. Therefore, we are heartened by such examples as the North York Public Library's Children's Computer Centre, which consists of nine computers in three branches, used by children during library hours. While some 25,000 did so in 1993, the centre is not linked to a net, and a library is not the same as having access at home.

In the meantime, we believe that as part of a community's support system, such facilities and services as community recreation centres and public libraries should have computing centres where families can learn about and through computers. While we have been told that such a program existed some years ago, we are not certain that it was given the resources and priority required to establish it for the long term. Such centres might well be located in schools but, wherever they are, they must be accessible for extended hours.

The best hardware is just a great paperweight unless it can run excellent software: the instructions that tell computers how to compute, that make up the programs which tell them what function to carry out, and that are necessary for communicating with other computers.

There are two types of software for schools: first, the many programs that have been developed especially for schools and that revolve around some particular part of the curriculum (geography or problem-solving, for example), and second, the kinds of programs that are widely used at home or in the workplace: word processing, databases, CADD, communications, graphics, and machine control, for example. Both are needed in our schools; relying on only one is not in the best interests of students. Educational software can become outdated and boring very quickly, while business or personal software can help students learn or practise certain skills, but is not directly linked to the curriculum.

We are concerned about the quality of software, educational software in particular, and about who creates that software. The Ministry has taken a very positive step by

Multiple Uses of Technology

St. Mary's Secondary School, in the Peterborough, Victoria, Northumberland and Newcastle Roman Catholic School Board, incorporates technology in a wide variety of learning environments. In one strand, students experience a wide variety of the types of software used commonly in industry.

Of course, the school cannot have all the software that is available, but

it strives for a reasonable cross-section and develops skills readily transferable to other computerized processes. St. Mary's currently has a PC-driven LEGO robotics kit, computer-assisted design (CAD), multimedia development and scanning capability, colour printing, computer photo retouching, computer-based silk screening, video editing, computer graphics, desktop publishing, animation, and interactive multimedia software.

making CorelDraw and ClarisWorks available in every school, but much more needs to be done. It appears, for example, that software is not reviewed for quality, appropriateness, and bias in the way books are in the *Circular 14* process.

Software is shared haphazardly, and teachers do not have effective ways of sharing their evaluations of software with each other. We know that individual boards are dedicating scarce resources to writing software and selling it to other boards, when joint projects or provincial initiatives might be more appropriate.

It seems to us that if a piece of software is effective, there is no justification for it being used only by boards that can afford it; there is a need for far more cost sharing and co-ordination in this area.

Above all, a wide range of high-quality Canadian software is needed: using American-oriented software is no more acceptable in Ontario schools than using American-oriented textbooks. When Microsoft Corporation and Sega decided to produce educational software, as they have done aggressively in the past year, we can be confident that the Canadian perspective will not be among their priorities.

For that reason, we agreed with the suggestion of the Minister of Culture, Tourism and Recreation that *Circular 14*, the list of texts approved for Ontario schools, be broadened to include other learning materials, such as videotapes and software, and that it focus more on Canadian materials.³⁶

We note that some progress has been made. For example, the Ontario Software Acquisition Program (OSAP) exists to obtain educational discounts on selected software and to

distribute a catalogue of these titles to school boards. Its advisory committee includes teachers from across the province who recommend exemplary software to the Ministry, based on suggestions from school boards. OSAP also arranges for discounts; individual school boards are free to buy the software they deem most worthwhile at the discounted price.

Through its role in distributing master copies of the software, TVOntario is a partner in this process. We believe this model has a good deal of merit, and we hope it can be the main vehicle for software acquisition in Ontario.

While we do not want to prohibit the use of software from other jurisdictions, we do want to ensure that students have access to software with Canadian content and a clear reflection of the Canadian perspective. There is a strong federal regulatory process for the electronic media, which ensures minimum levels of Canadian content. We believe that nothing less should be acceptable for educational software. We considered two routes: either to provide incentives for software development in Ontario or Canada, or to contract with Ontario or Canadian software companies to develop software that meets the curricular needs of schools. Given our earlier recommendation that the Ministry take direct responsibility for developing a provincial curriculum, we are drawn to the latter option.

On-line: Learning it on the grapevine

At the beginning of the century, the little red school house contained more knowledge than the surrounding community; today the opposite is true. Schools leading in this area are creating links using the technology to these information resources using modems and networks.³⁷

The potential educational value of such networking should not be underestimated. It opens up a way of exponentially expanding the physical limits of the school. Some students and teachers already have access to other students, teachers, experts, and resources, including the Internet. Although such networks as the OTF Culture of Change Electronic Village (to be further developed into the Educational Network of Ontario), TVOntario's TVOnline, the LearnLink Network, and SchoolNet exist, and the Ontario Education Highway is "under construction," most schools and students are not on-line.

We believe that, while every school should probably have its own net, every school – every classroom, in fact – should have access to at least one net beyond the school, one that has a link to the Internet.

Another wonderful example is the writers in electronic residence program (WIER). Begun in 1987 by Trevor Owen, then a high school teacher but now teaching at York University's Faculty of Education, it began with two schools and was originally networked through Simon Fraser University. Today, the program has links with 70 schools, where 2,500 students from as far away as Baffin Island and the Northwest Territories can ask any one of seven distant poets and novelists to critique their efforts. Owen calls it an electronic literary salon.⁴⁸

One of the exciting implications of such a program is that it is genuinely equitable. As anybody on the Internet knows, social leveling is intrinsic to information technology; Trevor Owen calls it "on-line equity." Suddenly, students are not judged on where they live, what they look like, what gender or race they are, or on anything other than the quality of their communications. However unintended, this is potentially an enormously gratifying consequence of information technology.

It is worth noting that, aside from other benefits, networking schools and school boards can produce significant cost savings. By making documents such as curriculum materials, policy documents, and news releases available online, the Ministry could reduce expensive printing and distribution charges – a good example of working smarter.

The investment in the creation of a province-wide "electronic highway" would guarantee small schools in remote parts of the province or schools with limited library budgets the same access to the information source as large schools in affluent, major, urban areas.⁴⁹

The Ministry's announcement, in mid-1994, that it would be providing \$5 million to link existing computer networks in the education community is a positive first step to strengthen existing alliances among education partners. But it is only a first step.

The private sector has been active in this area. Rogers Cable Systems is testing the use of cable (in place of telephone lines) in delivering access to information networks in schools in North York, Ottawa, London, and Woodstock.

SchoolNet in London

Both Princess Anne Public School and H.B. Beal Secondary School in the London Board of Education are participating in SchoolNet, a pilot project connecting schools across Canada to networks. In addition to providing access to libraries and databases, experts and others, individual students find that SchoolNet offers more

personal opportunities. For example, one Princess Anne student is playing chess with a rated player in Saskatoon. Others are sharing poetry and letters with students in the United States, Denmark, Hong Kong, and Russia. One of the authors of a Grade 8 textbook has offered to answer any math questions via e-mail.

Their competitor, Bell Canada, is working in communities around Sault Ste. Marie to enhance their ability to access networks.

School and public libraries must be one of the major resources for storing and transmitting electronic information. Some of the most valuable software is expensive, and cannot and need not be duplicated in each classroom.

In either case, students and teachers should have access to such information, and both school and public libraries should be developed as public access points. It may also be possible for software to be located physically in one building but be accessible by modem to a family of schools.

We have already recommended that the provincial government support the establishment and operations of community computer centres. If these are to achieve their full potential, they will have to have access to national and international networks at rates they can afford. The public libraries of Ontario have already signalled their interest in developing and participating in networks to provide every Ontarian with access to information.⁵⁰

Other instructional technologies

As we said at the beginning of this chapter, we focus on information technology as one of the four engines for change, recognizing the power of the computer, especially when it is linked to computer networks beyond the school.

However, there are other technologies that are potentially useful. Most students and teachers are already familiar with overhead projectors, film projectors, video cassette recorders, tape recorders, and calculators. There are, in addition, other technologies that are, or should be, used in classrooms.

“The investment in the creation of a province-wide ‘electronic highway’ would guarantee small schools in remote parts of the province or schools with limited library budgets the same access to the information source as large schools in affluent, major, urban areas.”

Paul Swan and B. Latham,
School Librarians, Middlesex County

VOICES

We are particularly excited by the potential contribution interactive telephone and video-conferencing can make to learning. Where there are too few students in one school to warrant a course in a specialized field of enquiry, interactive conferencing offers a solution. If schools are equipped with a conferencing facility, one teacher might be able to teach students in a number of schools, thus giving them the opportunity to take the course without incurring the high cost of human resources.

Naturally, there is an advantage if students can both see and hear each other, rather than just hearing their peers. We believe there is room for the development of an interactive video-conference facility, perhaps in every secondary school in the province, starting with those that are small or isolated.

A more mundane use of technology involves the telephone. We have all faced the sometimes-daunting task of climbing through a voice-mail tree, trying to reach the right person. However, we believe that, despite sometimes negative experiences, voice-mail can be a very useful tool for schools. It might, for example, provide a menu of recorded messages for parents with such information as a schedule of report cards and parent-teacher interviews, plans for an open house, or other events. Or the system might be structured to allow parents and students to verify the evening's homework.

Another device, now being used by some schools, is recorded messages on public libraries' telephone lines. This, too, might be used to give parents important information.

Here is a role for the private sector – the phone companies in particular – if these technologies are to become a reality in the education system. Schools can be given special rates, for example – also an important element in achieving the networking of Ontario's schools that we described earlier.

There are other technologies that are familiar today or will become so in the future, including videodisks, which are superior to videotapes. (As we note later, TVOntario is working with videodisk technology.) Computers equipped with software and hardware that convert text to speech are useful for students with disabilities. There are other innovations, such as pen-based computers, computers that recognize speech commands, and others. Each may have a role to play in enhancing learning.

We cannot overlook the usefulness of technology in the business side of schooling – administration, human resource management, busing, property management, etc. Already, the Ministry has taken a leadership role in this area, working through the Educational Computing Network of Ontario (ECNO), a partnership with Ontario school boards, which can use the software ECNO develops. We laud this initiative, and encourage the Ministry to extend it, in order to eliminate any existing duplication in the development and purchase of software that could be centrally developed and distributed.

Because they reach beyond local communities, conferencing facilities are an important component of distance education, which is an area where others around the globe share our concerns. UNESCO, for example, is very interested in the uses of technology, including communication technology such as video-conferencing, in promoting adult education and distance education. It is encouraging governments to “[enable] large groups to take part in education irrespective of time and location.”

Contact North is an interesting example of what is possible. It is a tele-conferencing (auditory) network in Northern Ontario used by secondary schools, community colleges, and universities to offer courses and other instruction to a student population that is sparsely distributed across a vast region.

Moreover, interactive conferencing facilities can make a major contribution to the professional development of teachers. Imagine a consultant or professor of education offering a course in acquiring a second language (or even in the use of computers in history classes) from one central location, and teachers “plugging into” it in the local high school's conferencing facility.

Like the collaborative networks being created on the Culture of Change computer network, a network of confer-

encing facilities has the potential for sharing and joint learning. It might even allow the board director or the Minister to address the profession directly when announcing major changes to the system. (It remains to be seen whether this would alleviate the sense many teachers have that innovations do not always reflect their concerns or needs.)

The *New York Times* reports that North Carolina is pushing ahead to make the best use of interactive video technology in schools. From a base of 16 schools in a pilot project, recent legislature-approved funding will extend the network to more than one hundred high schools and community colleges across the state, where it will be used for teaching and for planning among teachers. The pilot project included the teaching of Japanese, Latin, and marine oceanography.⁵¹

Among Canadian provinces, New Brunswick appears to be taking the lead, with TeleEducation courses offered in 50 sites by interactive video.⁵² We are also aware that the University of Ottawa is using an interactive video network, and that other universities are probably doing so now or are on the verge of using this technology.

We believe that it is important to move ahead to support a network of interactive video-conferencing facilities. At the same time, the opportunity also exists to build on the equipment base already present in many high schools offering communication technology, funded through the Ministry's Technological Education Program and the Equipment Renewal Fund.

Let us now turn to the means by which the great potential of information technology for learning, teaching, communicating, and evaluation can be made real.

Realizing the potential

Frequently in this report, we call for the Ministry of Education and Training to take a leading role in reforming Ontario's education system. This is particularly true in the area of information technology. We want to avoid the folly of establishing networks that do not allow students and teachers to talk across school or school board lines. (We discovered that individual ministries of the provincial government developed their own networks and some still cannot send electronic mail to others.)

We want to avoid duplication while, at the same time, ensuring that all students have access to more and better computers and software that speaks of Canadian life and

This is an excerpt of a note sent by a teacher in London, Ontario, to TVOntario's program, "Inside Education":

"Our latest project is 'A Day in the Life of a Teenager.' March 2 was the target day my three Grade 8 classes used to log every-

thing they did that day. There are 104 schools from the U.S., Canada, Russia, England, and Finland participating. So far I've received over 50 responses from schools all across the U.S., Canada, Israel, Finland, England, Australia, and Russia.

Canadian perspectives. And we want to cut costs. For example, by bulk buying of software and purchasing the rights for all schools to use programs, we can effect economies of scale.

Our recommendations for the use of information technology in schools are directed, for the most part, to the Ministry because of the central role it must play in co-ordination and implementation, if we are to achieve significant progress before the turn of the century.

The Ministry must ensure that school boards move swiftly to get computers, loaded with high-quality software, into classrooms supervised by well-prepared teachers. It must help to guarantee that there are networks through which students and teachers can communicate, to seek information and work together.

The first priority, then, is clearly for overall co-ordination of all these many aspects. This, it seems to us, is the natural responsibility of the Ministry. It should set up a co-ordinating body to bring boards and community partners together to equip schools with necessary software and hardware, and to create much-needed networks. It would also ensure a co-ordinated approach to software development, assessment, and distribution, and could significantly help with the continuing education of teachers in these matters. (We believe TVO/La Chaine has an important role to play in distributing software and contributing to the on-going professional development of teachers.)

The co-ordinating function would also include bringing together all the public- and private-sector partners to plan, implement, and monitor introduction and on-going use of information technology in schools.

The efforts of the principal and staff of Don Mills Collegiate in North York in creating partnerships with Rogers and Alias software led to co-operative education placements for students and in-service training for teachers.

Other kinds of agreements delivered by private-sector companies should be identified to inspire other schools to make arrangements best suited to their circumstances.

Co-ordination, from our point of view, needs to go beyond the plans school boards are now required to develop and submit annually to the Ministry; it must actually lead to real change in the use of computers by teachers and students. Therefore, accountability must include setting measurable outcomes that allow progress to be evaluated effectively. In other words, success is not to be measured by the number of available computers, or even the amount of work students produce on them. It is the quality of the work that seems to us the key measure of whether the new technology is being used according to its potential.

Recommendation 93

**We recommend that the Ministry be responsible for overseeing the increased and effective use of information technology in the province's schools, and that its role include*

- a) determining the extent and nature of the computer-related resources now in use in schools across Ontario;*
- b) functioning as an information clearing house for these resources, ensuring that all boards are privy to such information, and preventing unnecessary duplication of effort;*
- c) facilitating alliances among the Ministry, school boards, hardware and software firms, and the private sector;*
- d) developing common standards jointly with system partners, for producing and acquiring technology;*
- e) developing license protocols that support multiple remote users accessing centrally held software in a local area network (LAN) or wide area network (WAN) structure; and*

f) co-ordinating efforts, including research and special projects, to refine effective educational assessment programs.

We stress that we see the Ministry as having a role in co-ordinating various aspects of information technology related to education. But we are not suggesting that it focus on a single model – even River Oaks, for example – and impose it on all boards in Ontario. First, the province's very diversity makes this unthinkable: what works in Oakville may not be appropriate on Manitoulin Island. Second, one of technology's great strengths is that it encourages creativity because it can encompass variety, rather than requiring a lock-step approach to education.

We need to learn what works best.³³ We believe that the way to make significant changes is to proceed as quickly as is prudently possible to establish centres of innovation in what we hope would be a trans-Canada partnership. Only then can Ontario, and indeed all Canadian schools, benefit from the broadest possible range of experiences in funding, structuring, and implementing information technology. (We know there already exists a number of projects on which such a network can build.) To be effective, of course, the work on best practices must be made known to rank-and-file teachers.

Recommendations 94, 95

**We recommend that school boards in co-operation with the Ministry, the private sector, universities, and colleges, initiate a number of high-profile and diverse projects on school computers and learning, to include a major infusion of computer hardware and software. These projects should reflect the province's diversity, include a distinct and comprehensive evaluation component, and be used for professional development, software design, and policy analysis.*

**In addition, we recommend that the Minister approach colleagues in other provinces, through the Council of Ministers of Education of Canada, to establish a national network of projects on computers and learning, which can inform teaching and learning from sea to sea.*

Our next recommendation focuses on teachers because, as we have stressed, computers aren't teachers, they are teachers' aids. But it would be unreasonable to assume that

most teachers can use them effectively today. On the other hand, already a heartening number of Ontario teachers have become leaders and resources for information technology in their schools and on their boards, and we are confident that, given proper preparation, many others will emerge to play innovative leadership roles.

Recommendations 96, 97

**We recommend that the proposed College of Teachers require faculties of education to make knowledge and skills in the educational use of information technology an integral part of the curriculum for all new teachers.*

**We further recommend that teachers be provided with, and participate in, professional development that will equip them with the knowledge and skills they need to make appropriate use of information technology in the classroom, and that acquisition of such knowledge become a condition of re-certification.*

We then focus on the use of computers in schools. There is an urgent need for many more modern computers, stand-alone or linked in a LAN, loaded with excellent and balanced software that has strong Canadian content and perspective, tied together in local, regional, and international networks. We have been told that a wealth of computers of good quality, regularly being replaced by the private sector, could be available for use in Ontario schools. Business representatives told us repeatedly of the need for schools to develop in their students the most up-to-date skills; here is a practical way business could help schools achieve that goal, and receive a tax benefit at the same time.

We have also emphasized the social danger: information technology can easily become yet another tool by which more affluent students can further enhance their learning advantages over poorer students. For that reason, since we understand that not every school can be fully computerized immediately, we believe the Ministry must assure that schools with students who are less likely to have computers in their homes receive priority in the allocation of new technology.

Recommendation 98

**We recommend that the Ministry of Education and Training and the Ministry of Economic Development and Trade, working through learning consortiums and existing federal government programs, co-ordinate efforts with the Ontario business*

We have emphasized the social danger: information technology can easily become yet another tool by which more affluent students can further enhance their learning advantages over poorer students. For that reason, since we understand that not every school can be fully computerized immediately, we believe the Ministry must assure that schools with students who are less likely to have computers in their homes receive priority in the allocation of new technology.

community to distribute surplus computers through Ontario school boards, and that, as more computers are introduced into the school system, priority be given to equipping schools serving low-income and Franco-Ontarian communities.

For the potential of information technology to be realized, it is important to ensure that there is sufficient high-quality educational software, that it be Canadian in content and perspective where that is appropriate, and that it be fair and unbiased in its approach to subject matter.

Recommendations 99, 100, 101, 102

**We recommend that the Ministry increase the budget allocated for purchasing software on behalf of school boards in Ontario, and that it increase boards' flexibility in using funds to permit leasing or other cost-sharing arrangements, in addition to purchasing, in acquiring information technology equipment.*

**Computer software and all other electronic resources used in education should be treated as teaching materials for the purpose of Circular 14 assessment (for quality, balance, bias, etc.).*

**The Ministry, with the advice of educators in the field, should identify priority areas in which Canadian content and perspective is now lacking.*

**In addition, we recommend that the Ministry exercise leadership with the Council of Ministers of Education of Canada to initiate a program promoting production of high-quality Canadian educational software by Canadian companies and other appropriate bodies, such as school boards, universities, and colleges.*

Computers must reach beyond the walls of particular school buildings – into other schools, libraries, databanks. They must connect students with each other, with teachers and with experts in various fields. We believe it crucial that every classroom in every school be part of the information highway.

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Recommendation 103

**We recommend that the Government of Ontario, working with school boards and other appropriate agencies, commit itself to ensuring that every classroom in every publicly funded school in Ontario is connected to at least one local computer network and that, in turn, this network be connected to a provincial network, a national network, and to the Internet.*

Having developed the necessary components of a computer-use strategy in schools, we turn our attention to computer access after school hours, on weekends, and during vacations and holidays. Since children who have computers at home have a distinct advantage over those who do not, access to computers at school for the latter becomes a matter of utmost priority. But we remain concerned about the increased likelihood that access to networks and to the Internet will be commercialized; in fact, companies are already charging for access, and we are troubled by the prospect of access being limited by economics.

Recommendations 104, 105, 106

**We recommend that school boards, in co-operation with government ministries and appropriate agencies, establish in neighbourhoods where personal computer access is less likely to be prevalent, community computing centres, possibly in*

school buildings or in public libraries, and provide on-going funding for hardware, software, and staffing.

**We also recommend that the Ministry support boards in pilot projects that extend the opportunity for learners to access funded programs and equipment outside the defined school day.*

**Furthermore, we recommend that the Government of Ontario advocate that public facilities, such as public libraries and schools, and such non-profit groups as "freenets," be given guaranteed access to the facilities of the electronic highway at an affordable cost (preferably free for users of these facilities).*

We should also say that while most parents are enthusiastic about the use of computers in schools, by no means all of them are personally comfortable with computer technology. These parents – and it is no mystery from which socioeconomic background most of them come – feel helpless to provide their children with support as they move into information technology in schools. Accordingly, we encourage school boards and other bodies to provide opportunities for parents to develop that comfort with computers. TVOntario, the proposed community computing centres, "freenets," community colleges, public libraries, and others have a role to play in this area.

We discussed earlier the education potential of interactive conferencing facilities, and referred specifically to the example of Contact North. Our view is that Contact North needs to be upgraded to an interactive video-conference network, as well as being available to all potential users, particularly small aboriginal communities, and meeting their demands for secondary school, college, and university courses, and for professional development of teachers. This upgrade would strengthen the link between students and instructors, substantially enhancing student learning.

Recommendation 107

**We recommend that the Ministry proceed to upgrade Contact North from an audio to an interactive video network.*

TVOntario/La Chaîne

We could not complete our discussion of technology without mentioning TVOntario/La Chaîne, which has been providing television services for teachers and students since 1970, and continues to play an important role in this area. In

Will computers lead to increased isolation among young people, or fail to recognize their emotional and spiritual needs?
Will computers undermine any motivation students have for learning to write and spell properly?

fact, those outside the school system might not know of the abundance of materials produced by TVO for schools that are never shown on-air.

Its most recent annual report identifies a number of programs for children at school in its children's and youth programming department. In addition to series on television, these include material on videodisks, audio cassettes, and posters. It also provides distance education for adults, often in partnership with colleges and universities. It has joined with the Federation of Women Teachers' Associations of Ontario and the North York Board of Education, among others, to distribute teacher development programs.

Our only TVO-related recommendation is that it continue to do what it does well. We hope that a common provincial curriculum will make it easier for TVO to develop programs, computer software, and such initiatives as TVOnline and videodisks, which support the learning objectives of the curriculum. It remains important for Ontario's education system that TVO continue its contributions to the learning goals of our schools, and in assisting students in reaching those goals.

Conclusion

On the basis of considerable and rapidly accumulating evidence that information technology is profoundly changing the nature of learning for children and must become incorporated into our teaching strategies, the Commission is convinced that information technology is one of the engines needed to drive the necessary transformation of the education system.

The point is that new technologies have already changed our lives in ways that would have been unimaginable only a few short years ago. Here is where an old cliché is unusually appropriate: the only certainty is change. We can count on today's leading-edge concept being outmoded tomorrow.

We acknowledge – and, in some cases, share – technology-related concerns, but some simply do not lend themselves to ready solutions. Will computers lead to increased isolation among young people, or fail to recognize their emotional and spiritual needs? The evidence so far is reassuring, but we must pay attention. Will computers that respond to voice commands – and these already exist – undermine any motivation students have for learning to write and spell properly? Strategies – including computer-

ized techniques – must be developed to prevent this unacceptable outcome.

Will schools as we have known them for the past century and a half finally become obsolete? If the virtual office is already becoming a reality – businesses whose employees work at home and communicate through information technology – why not virtual schools? But then where will the children of tomorrow learn all the many non-academic skills that schools teach along the way, such as dealing with other people in a constructive way? Will there someday be a school cheer rooting on good old Virtual High?²⁴ Here is one vision of the education system of the early 21st century:

Gone will be the days when students were lumped into grades according to age, when learning took place solely in a classroom, and when school was out for the summer. Older students will be packing pocket computers instead of notepads, and the only apple on the teacher's desk will be a high-tech piece of equipment designed to communicate with youngsters at home, in the workplace, and abroad. Learning, widely accepted as a lifelong process, will take place much more outside the school as our youth experience the real reality – life in the community.²⁵

It is a vision both exhilarating in its possibilities and daunting in its uncertainty – terrifying in the sense that much of it is being driven, not by human needs but by the imperatives of technology or commerce. But if society at least acknowledges the phenomenon, it can attempt to shape it.

Tomorrow's schools will not look like those of today – thanks, in the main, to evolving technology.

At the very least, we can now say that computer literacy has become one of the new basics.

In the broadest sense, the job of our schools is to ensure that children are computer literate, and it is a job that must be done

well. Adding new machines to classrooms does not buy instant learning. But learning to use those machines well can help prepare our children for a new world that is already here. Perhaps this is the way to guarantee that our schools remain relevant to our lives, to the lives of our children, and to our communities.

In fact, no-one has the remotest idea of what tomorrow's schools will look like; we can confidently assert only that they will not look like those of today – thanks, in the main, to evolving technology. Indeed, we can predict with equal certainty that the report of the Royal Commission on the crisis in education of 2020 will find this entire discussion of today's state-of-the-art technology wonderfully quaint and nostalgic.

At the very least, we can now say that computer literacy has become one of the new basics, and that an inability to use a computer well is becoming as great a handicap as the inability to read.

In the broadest sense, the job of our schools is to ensure that children are computer literate, and it is a job that must be done well. Adding new machines to classrooms does not buy instant learning. But learning to use those machines well can help prepare our children for a new world that is already here. Perhaps this is the way to guarantee that our schools remain relevant to our lives, to the lives of our children, and to our communities.

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14 **Community Education: Alliances for Learning**

“It takes a whole village to raise a child.”

African Proverb

Second only to exhortations about competitiveness, the proverb above was probably repeated most frequently during our public hearings. Teachers, school board administrators and trustees, community services, and others said time after time: “Schools cannot do it alone.” Despite their heroic efforts, schools are encountering growing difficulty in responding to the increasing needs of children. Indeed, these efforts have diverted the energy of teachers and administrators from meeting their primary education objectives, and have caused them to focus on providing ancillary services for which they don’t have the training, the time, or resources.

The responsibilities pushed on schools and teachers in recent years have become unrealistic and onerous.

Under these circumstances, serious reform of schooling will be difficult indeed. Those responsibilities simply must be shared, the burdens reduced, if schools and teachers are to do the jobs we need them to do. It was this thinking that led us to name community education as one of the four key engines needed to drive the educational reform that this report advocates.

Schools must foster the healthy development of all students by harnessing the various resources of the communities they are a part of. Bringing these resources together in a new structure should make it possible to launch a series of local initiatives and programs, based in or around each school and designed to meet its particular needs. Teachers would be released to do the academic work that is their primary responsibility. Not surprisingly, this long-term strategy calls for a fundamental questioning not only of existing roles and organizational models, and especially the very way we think of schools and community. Our ambition should be to find new ways of supporting the raising of children, and in doing so to weave a new a sense of community.

Community building must become the heart of any school improvement effort. Whatever else is involved – improving teaching, developing sensible curriculum, creating new forms of governance, providing more authentic assessment, empowering teachers and parents, increasing professionalism – it must rest on a foundation of community building.¹

In this chapter, after an analysis of the problem and its causes, we outline our proposals for helping schools cope

with expanded pressures. We also address ways to successfully translate into action our ideas about community education.

The problem: The expansion of the role of schools

Our public consultations throughout the province and the submissions we studied underline that everywhere teachers, principals, and school boards have stretched their mandate for schooling today's children into various supports well beyond their traditional educational domain. Their reasons for expanding their role are understandable. We frequently heard that changing social conditions for families have compelled schools to develop more extensive support services for their students. The Ontario we discovered through our consultations is almost unrecognizable from the Ontario of three or four decades ago.

Since the 1960s, societal changes of all kinds have placed great stress on families as an institution and on parenting as a function. Once we could count on children walking home at lunch hour from the nearby school for a hot meal or on a parent helping the children with homework. Now, both parents work, even if they live together; they have less time for their children, unless they are unemployed. The discussions they should be having with their children about relationships and sobriety, highly awkward between generations at the simplest of times, have become infinitely more difficult lectures about sex, AIDS, drugs, and violence. It is evident that meeting all of the challenges of the 1990s is beyond the capacity of an increasing number of parents.

If changing socio-economic conditions of families have affected children, so have other socio-cultural factors such as the youth consumers' culture (and economy), or the anony-

mous urban life that has often replaced traditional communities' cohesion and support. Cutting across all social classes and cultures are the many barriers to learning created by emotional problems resulting from family breakdown, isolation, and loneliness, inter-generational confrontation, conflicting values, family violence, sexual abuse, sexism, and racism. These barriers may affect children and youth in any school, anywhere, any time. Most alarming are the increasing rates of pre-teen and teen suicides found in all segments of society. For example,

- the suicide death rate for teenage men has increased four-fold from 5.3 to 23.0 per 100,000 between 1960 and 1991;
- the suicide rate for young women also increased from 0.9 to 4 per 100,000 between 1960 and 1991;
- in 1989–90 the second leading cause of hospitalization for young women aged 15 to 19 is attempted suicide;
- girls 10 to 14 years of age are hospitalized for attempted suicide at a rate five times that of boys;
- the suicide rate among Indian youth was five times that of the Canadian population;
- large proportions of aboriginal people identified unemployment, alcohol, drug use, family violence, sexual abuse and suicide as significant social problems in their communities.²

As well, for too many families and neighbourhoods, additional barriers are created or compounded by poor socio-economic conditions: poverty, unemployment, malnutrition, chronic health conditions, substandard housing, and lack of recreational facilities/services.

Indeed, our consultations confirm the conclusion of other reports – Canadian families “are not the idealized

haven we wish they could be, not the private places in which we retreat from society, but an integral part of society, and thus, intertwined with social changes in the wider world.”³

What is more, as studies show, the structure of the family is changing, many more marriages are breaking up, and the number of single-parent families is increasing. More of these and other families now live in poverty than in past decades. According to Statistics Canada, 4.5 million people live in poverty – people who spend at least 56 percent of their income on food, shelter, and clothing.⁴ One recent Ontario study found that “one in every six children is in a family receiving social assistance. About three-quarters of them are children of single-parent families, a majority of these parents being female. Child poverty in Ontario is on the rise, standing at 15.3 percent in 1990.”⁵

Social policy analysts believe that the impact on families of economic restructuring caused by automation in the manufacturing sector has been significant and is escalating at a rapid rate. The greatest victims in the slide toward low-paying and temporary jobs are young families – those with parents under 25, who have seen their incomes drop from the 1980s by nearly 20 percent. Our conclusions have been influenced by the growing number of studies warning of the impact of these conditions on an increasingly impoverished generation.

Our consultations suggest that more than any other social institution, schools have felt compelled to address these problems in increasingly direct ways: by providing meals, family counselling, and mental health services. Where families are unable, or unwilling, to teach their children about human sexuality and human relations or about protecting themselves from the dangers of illegal drug use or sexually transmitted diseases, schools have stepped in and included these subjects in the curriculum of the classroom. Schools now carry most of the responsibility for orienting new young immigrants to Canada, teaching them English, and providing support for their culture shock. Many schools now provide a safe haven in the morning and late into the day for children whose parents work early and late. Some provide breakfast programs, and counsel children in single-parent families, and blended, re-combined, and same-sex families.

Schools have increasingly assumed responsibility for satisfying all but the most severe social needs of children and youth. However, these efforts have the potential to weaken

the ability of schools to fulfil their primary educational objectives. The efforts of schools must be redirected to their intended focus on education.

These expanded services, which schools have adopted by default, have not always been of the highest level and quality. Despite their best efforts, schools face significant limitations in their ability to provide a full range of services. Educators do not have the specialized training required to develop and implement many social-service-type programs. School boards often lack properly trained professionals to supervise the development and implementation of these programs. Moreover, the use of school funding to provide expensive ancillary services may be a drain on program resources.

Despite positive intentions, the best efforts of schools to provide a broadened range of social services are often ineffective and inefficient. More often, the result is that the general social needs of all children, and the special needs of some children, are unmet. Successful interventions depend on the capacity for a flexible response by professionals, including teachers and other school personnel who share understanding of the child's real world. This requires, at the minimum, the co-ordination of the efforts of professionals providing services for children. More than that, it requires a rethinking of the relationship between schools and the parents, and other members of their communities, in order to enhance the capacity of the community as a whole to meet the needs of all children and youth.

Our response: Creating communities of concern

We believe it is now time to "re-invent" schools by drawing from, and enhancing, the strengths of their communities. Service systems must be a public responsibility shared with families, schools, and communities, rather than solely a government responsibility. We believe that "when communities are empowered to solve their own problems, they function better than communities that depend on services provided by outsiders."⁶ The challenge is to overcome the isolation of potential partners and, by redirecting their resources, capacities and, commitment, develop communities concerned about raising our children. We must rethink the partnerships required in educating our children.

In our consultations in communities throughout the province, we found a number of school projects that open for students "a window on the world out there." We applaud

→ The old communities – family, village, parish, and so on – have all but disappeared in the knowledge society. Their place has largely been taken by the new unit of social integration, the organization. Where community was fate, organization is voluntary membership. Where community claimed the entire person, organization is a means to a person's ends, a tool... But who, then, does the community tasks? Two hundred years ago whatever social tasks were being done were done in all societies by a local community. Very few if any of these tasks are being done by the old communities anymore. Nor would they be capable of doing them, considering that they no longer have control of their members or even a firm hold over them. People no longer stay where they were born either in terms of geography or in terms of social position and status. By definition, a knowledge society is a society of mobility.

Peter F. Drucker,

"The Age of Social Transformation," *Atlantic Monthly*, 1994

the wonderful efforts that are encouraging students to participate in environmental projects, to interact with other students through computers, or to share in co-operative education. We believe these kinds of initiatives should be actively encouraged and supported. Some success stories are described in Chapters 7 to 10, giving our vision of what good teaching and great schools can be.

In this chapter, we focus on the need for schools to go beyond the clearly instructional partnerships — for example, early remediation programs such as reading recovery — which can and should be developed. This chapter is not about alternative schools or more imaginative special education programs, or projects for high-risk kids, or outstanding ways of enriching the curriculum through technology or work experiences. Although the form of community education that we advocate may encompass such efforts to enhance the instructional function of schooling, it requires, fundamentally, that schools assume a broader vision of the goal of schooling. In our vision, community education takes a distinct orientation, one that supports the raising of children and their healthy general development.

The needs we want to address with this key strategy of community education are common to all children and youth growing up in these challenging and changing times. If the needs are general, then the solutions will have to be universal. And when, in addition, more specific problems have been

South Simcoe Public School, Oshawa

South Simcoe Public School is a small, inner-city school, with about 200 students in Grades 7 and 8. It has developed a program to increase the contacts between the school and the community, and at the same time to motivate students to work hard and to do well at school. Their experiential learning program is a partnership between the school and local businesses. Business representatives come to the school to be interviewed by students, who are prepared by reviewing interviewing, questioning and note-taking skills. The interviews are published in the school newspaper. Students complete a survey to establish their areas of interest, and pairs of students are matched with appropriate placements and spend short periods of time in workplaces to gain real-life experiences. They write up descriptions of their activity for the school newspaper.

At a monthly community meeting, representatives of the businesses and of the service agencies, along with teachers, parents, and students, get together at school or in one of the community settings to discuss the various programs and plans for the future. When the school plan is drawn up annually, the community representatives and parents work from a draft prepared by the teaching staff to participate in formulating the final plan.

Parent participation has increased from a handful to a healthy number – 35 to 40 – who regularly attend the monthly parent meetings to help solve problems and to make decisions to assist the school in its mission.

The community outreach programs at South Simcoe Public School have widened the decision-making base at the school, so that the “ownership” of the school and its students has become much more shared.

Welland

In Welland the local Franco-Ontarian community is moving to develop a multi-purpose centre. In phase one, the existing secondary school will be joined to a new building housing a health centre, a food-preparation centre, a community-education and cultural centre, and a campus for the new francophone college. The second phase will add a recreation centre and provide a link to the daycare already on site.

Iroquois Ridge High School, Oakville

Iroquois Ridge High School is the product of a three-year collaboration of the principal, staff, and individuals in Oakville. The physical design is the product of monthly meetings between the principal and the parents, and the principal and members of the region's Community Integrated Services Advisory Council, composed of representatives of the Children's Council, the District Health Council, the Ministries of Community and Social Services, and Tourism and Recreation. These agencies agreed to provide a range of services in the 2,000 square feet of concourse space in the new school – space dedicated to the provision of programs for families.

The concept was originally proposed by the principal based on the changing needs of the community, which were recently documented by the Integrated Services Advisory Council of the region.

The school has also organized a close collaboration with families and community members in order to enhance its students' learning. The school has identified goals for its programs, and the School Advisory Council is mandated to advise the principal about the relevance of the school's programs for the community.

“We must find ways to strengthen the ability of parents and families to meet the needs of children in those crucial early years ... We must recognize that all children will require a variety of opportunities, and some will require more opportunities than others. That means a wide range of support services, particularly for pre-adolescents and adolescents within our communities.”

Charles Beer, M.P.P.

created by poor environments, these additional needs will call for more complex solutions, adapted to local priorities.

Community education, then, works by enlisting and, co-ordinating all the help offered. No longer can teachers be considered the only human resources involved in schooling. Within our concept of community education, many resources will be involved: business and industry, health-care institutions, and social-work agencies, municipal infrastructures and services, community associations, religious groups, and especially families. Teachers supported by these resources will continue to fulfil their own primary responsibility.

This pool of possible resources, which already exists in one form or another for every school, is usually located close to our elementary schools. There is, of course, a less obvious local community in the case of many high schools, especially in larger urban environments. When the available space does not permit the new partners to operate in the school building itself, mobile vans could offer needed services; nearby offices and facilities could be used; and provincial and municipal services might re-locate near the school. Students and their families should be able to look to the school building and its extensions as a place that responds to their various needs.

Our vision of community education is grounded in a society that recognizes a need to give high priority to assisting all parents in the raising of their children. A web of ongoing supports, articulated in and around the school, will be both preventive and remedial if they are locally based. This is a concept that insists “... strategies which focus on individual children must be integrated with strategies which improve each part of the environment within which children spend their time – homes, child care, neighbourhoods, and schools,”⁷ and so are intended to benefit all children. It is a concept that serves society as a whole because it is built on the foundation of equitable educational opportunities for all children in Ontario.

A local focus for community education

The value of the school as a hub for the community and a focus for community education is not new. Already in 1973 the provincial legislature was aware that there were better ways to use school facilities. They acknowledged the centrality of the school in most communities, and the many ways schools could be of assistance to the life of the broad community.⁸ However, community education is much more

than that. Not only will schools open their facilities to the community, but they will also become the hub for all services that assist families in child raising. Schools in this vision are the physical centres, thus simplifying access to a wide variety of social, health, and recreational programs.

The recent report, *Yours, Mine, and Ours: Ontario's Children and Youth*,⁹ from the Premier's Council on Health, Well-Being, and Social Justice, reinforced previous reports¹⁰ by making clear that, at present, family services are unco-ordinated. The report also recognizes that often the school is the single, shared experience of most adults. Earlier, the Premier's Council had released its report *People and Skills in the New Global Economy*,¹¹ which recommended both school councils and community linkage committees at the school board level. The school lies at the heart of the community, and is the only resource that exists in practically every neighbourhood across the province. Therefore, schools should be the centre of the community and the focus point for providing a range of services to children and youth. The school building can be the site where community and social services, ranging from medical and dental services to daycare and public libraries, are provided.

Supporting and sustaining a diversity of models

Just as we recognize that community-to-school linkage is not a new concept, we also resist the notion of one single form of community education. The differing environments in which young people grow up and the wide diversity of factors that affect individual children demand a wide variety of models and types of alliances embraced within the concept of community education.

Essential Characteristics of Community

Involvement/Education Models

Holistic:

Successful prevention programs understand that the child lives in the family and the family in the community, so components of successful programs address the wholeness of the child and the environment.

Tailored to meet local needs and desires:

Risk factors and protective factors vary from community to community – for example, some communities have high rates of teen pregnancy; some communities are bedroom communities, and parents are employed out of the community from dawn to dusk. Therefore, the successful local models will vary from community to community depending on local needs and desires.

High quality:

Successful programs have high-quality management and administrative approaches. The staff have enough time set aside for planning and preparation. There is good supervision, and staff are well trained. People are paid well for the work they do, and there are funds available for supplies and equipment.

Integration:

Successful prevention programs link with other programs, schools, and community activities. This requires developing common goals, objectives, and collaborative plans for sharing human financial and material resources.

Meaningful, significant parent and community resident involvement:

The concept of community, family, and parent empowerment was strong, and the ecological model of healthy child development certainly supports parent and community resident involvement.

Ministry of Education and Training,
Better Beginnings, Better Futures Project

We have been guided to this view by the recommendations of the communities we consulted and by research on effective practices of promoting community involvement. We have considered the recommendations of authors of *Better Beginnings, Better Futures Project*, who suggest that models of community involvement be tailored to meet local needs and desires, since risk factors and protective factors vary from community to community. These authors observe, for example, that some communities have high rates of teen pregnancy, and some are bedroom communities with parents employed out of the community from dawn to dusk.

Our consultations confirmed that variability. We learned of the partnerships that made up the communities of concern in many schools. We highlight some such examples in the pages of this chapter. Some involved basic physical, material collaboration, such as the Stratford Education and Recreation Centre and the Welland Franco-Ontarian initiative, where good thinking linked building and facilities – a prelude probably to other linkages of people and services. In other communities, we found schools and teachers interacting in their day-to-day operations with one significant partner group such as the parents.

Other projects express ways of creating multi-partner participation, including parents, social services, businesses and the community, in their search for a better approach to raising children and nurturing the growth of pre-teens and teenagers. Some of these local initiatives are top-down ideas originating with federal, provincial, municipal, or school-board levels of government, where schools were selected on the basis of their match with the goal of the programs. We found other examples where new community education initiatives were the result of the single-handed efforts of a dynamic school principal.

For some, community education means parental involvement or community use of educational facilities and perhaps co-operative education; for others, it involves alliances between many more partners including health-care givers; libraries; business, and industry; and recreational, religious, and social welfare groups. For yet others, and perhaps in its most sophisticated application, the concept of community education embraces the involvement of the community at large in the educational process, with a view to setting much of the social agenda of the community, particularly as this agenda touches the lives of children. The Sparrow Lake

Alliance is a coalition of 250 members of 11 professions providing services for children, including experts from teaching hospitals and community health clinics as well as professionals from social services, with the goal of answering emotional and mental health needs of children and adolescents of Southern Ontario.¹²

We do not, therefore, focus on agencies only. We believe that there is every reason to include a range of community and neighbourhood people in the school. There should be a diversity of models of community education. We imagine, for example, as more and more children have less and less access to grandparents, that retired individuals in the community may be invited in to listen to children read, to read to them, and otherwise support their learning. Such forms of community education tell us much about the mutuality of learning and its value to all members of the community.

Similarly, a local community sports association might take over responsibility for giving children a period of physical activity every day, with the added benefit of releasing teachers to do planning, meet with parents, or have more time for professional development activities. We envision sports clubs or municipal recreation departments taking some responsibility for the students physical activities.

We imagine local businesses in another domain of community life expanding their links with schools beyond providing sites for career visits, to take responsibility for providing part-time jobs for students who need them. Businesses may lend staff to augment teachers' efforts in conveying certain knowledge in particular courses, co-ordinating workplace visits by students, providing schools with equipment that has become unnecessary at work. They may even promote healthy communities though their internal practices by developing family-friendly policies that assure time for employees who are parents to maintain regular contact with their children's schools.

We imagine a local college or university using a school as a teacher-development laboratory, thus placing more adults at the service of the children. The college or university may also work to forge links between schools and themselves through such means as campus visits.

These new forms of community education or alliances could give special prominence to the role of parents and families. Elsewhere in this report we emphasize that

research, time and again, substantiates the intuitive wisdom that children do well in the school when their parents create, within the home, an attitude that values learning. The linkage with parents by the schools and with the other alliance partners is crucial to any long-term success. But the attitude within the home remains the most difficult.

Barriers to community education: Recognizing them and removing them

The only way to provide services to children and youth, in an equitable and financially efficient fashion, is through the use of collaborative and co-operative models. The implementation of collaborative delivery models has, however, been a long time in coming. There are obvious reasons for this. Some relate to the different mandates, policies, and organizational models of the various ministries and agencies that serve youth; others relate to the natural tendency of institutions to build walls around themselves and to jealously guard their own areas of responsibility; and yet others relate to the variety of ways that child service institutions are funded.

Much work remains to be done to remove obstacles that inhibit the necessary flexibility, authority, and funding. Ways must be found to ensure that support staff or personnel have defined responsibilities for co-ordinating efforts and establishing liaisons between local groups and agencies; collaboration has not been the hallmark of inter-agency relationships. There are obvious needs for changes in the way local initiatives are supported through central funding mechanisms – changes that will be based on the recognized need to

Walpole Island, Lake St. Clair

Better Beginnings, Better Futures is a joint venture of three provincial ministries and two federal departments established in 1989. This First Nation project, located halfway between Sarnia and Windsor, is one of 11 pilot projects. Walpole island has high seasonal unemployment. The project Shkimnoyaawin Niigaan Nigeeya, is for children to age 4 and their families. It focuses on the rediscovery of life-preserving, life-enhancing values of traditional Native culture through community healing and wellness, and is characterized by significant inter-agency co-ordination.

The project features a home-visiting program, a drop-in centre, a toy- and book-lending library, clothing exchanges, a play group, field trips, and a co-operative nursery to help the families renew their capacity to care for children. Cultural components of the program, such as Nechi training to promote community healing, citizenship awards, courses on social reforms, Native language classes, medicine wheel teachings, and dramatic art round out the program.

Lakeshore Collegiate Institute's CLUE Project, Toronto

Lakeshore Collegiate Institute, serving one of Toronto's urban areas, has a long history of involvement with its community. Established from an amalgamation of several other high schools in the early 1980s, it has an enrolment composed of a diverse student population.

In responding to the increase in the number and severity of problems brought to class by students, the school first developed a referral program, and later broadened its action to reach out into the school's community of social-service agencies for support.

The program has evolved to provide on-site presence by several groups who are not available to the entire student body. Lakeshore freed up office space and, with the assistance of students, named this new collaborative project CLUE: Community Link Up Education. CLUE provides a range of general information counselling, workshops, and in some cases independent learning credits to students on site. Community agencies and groups are scheduled in at the CLUE project on a regular basis. One of these groups is the Best Start Program, an outreach program for adolescent mothers and fathers, offering workshops on childrearing, and independent learning credits for expectant or new teenage mothers. CAWL, the Centre for the Advancement in Work and Living, offers stay-in-school and youth employment programs. Another group, the Women's Habitat-Community Outreach Program, offers support services and counselling for young women in abusive dating relations, and for sexual assault victims. The Metropolitan Toronto Police Community Patrol is an active member of CLUE, offering general information and dealing with the law, prevention/awareness programs regarding drugs, alcohol, and street proofing. The Public Health Department also participates, addressing birth control, stress, suicide, substance abuse and other health-related issues.

Along with the school's Referral Program, project CLUE has given teachers concrete ways of addressing the student problems that interfere with their learning or with the learning of the class as a whole.

YMCA Black Achievers Program, Metro Toronto

Funded by the school boards and United Way contributions, the YMCA Black Achievers program brings black youth and successful black mentors together at schools in North York, Etobicoke, Scarborough, and Toronto. Each year more than 300 students are involved in the program, which includes self-esteem workshops, motivational talks, black history lessons, career advice, and study skills.

provide services that co-operate with each other rather than compete for the care and support of children and families. We recognize that, at present, advocates of children, whether they be child-care workers, educators, or social welfare people, are constrained by the institutional norms of the agencies in which they work in surrendering any of their turf. Experience tells them that their job is to advocate for their service agency, whether they be a clerk at the local level or the Deputy Minister.

The experience of collaborative child-service models and of community education in recent years reveals that where it has worked well, it has done so because of committed individuals at the local level. Educators and others who assist parents in the raising of children do not hesitate to say that the first indicator of the likelihood of success in co-operative or collaborative efforts in favour of children relates directly to commitment at the grass-roots level. Nowhere in recent years was this demonstrated more graphically than in the results of the research on local parent involvement done for Better Beginnings, Better Futures Project. One of the powerful findings gleaned from that experience and research was that local collaborative projects were successful only if there was “a minimum of 50 percent parents or community leaders on every major committee” and on the steering committee responsible for the initiatives.¹³ We also learn from these Ontario experiences that real transfer of decision-making to such a local steering committee is also an essential ingredient of success.

Time, of course, is the other key factor. Often, in any given local community education project, the whole first year is needed for participants to build trust, a process that cannot be rushed; the second year is required to identify and solidify support for the project and to develop the necessary planning.

We also recognize the problems caused by the philosophical and administrative differences between ministries: those offering universal services, like education, and those whose services are directed to a specific clientele, like correctional services. These difficulties are further compounded by the ways that different ministries in Ontario are organized to provide services to children. There are effectively two kinds of services: those for “normal” children and those for children defined as straying from the norm in some way. The different clienteles of ministries make it more difficult to

integrate services. The risk, of course, is that the targeted groups of children are always further marginalized by services that should be helping them to avoid just such stigmas and labels.

We know that the pervasive effects of jurisdictional protection at the provincial level have led the authors of such studies as the *Ontario Child Health Study*¹⁴ and *Children First* to insist on the development of provincial policies that would mandate and reward co-operation between the various Ontario ministries concerned with children. Nonetheless, questions of jurisdictional turf, and dollar allocation, especially in times of economic constraint, continue to inhibit meaningful integration of services. As well as frustrating action provincially, “... resulting multiple lines of accountability among local service providers are a major impediment to service integration at the local level in the province.”¹⁵

A laudable initiative of the provincial government in response to the *Children First* report was the establishment in 1990 of the Interministerial Committee on Services for Children and Youth. It consisted of assistant deputy ministers and representatives from nine key ministries and several other provincial agencies¹⁶ with an interest in children. Originally it received staff support from within the Ministry of Education and Training, but over time, interest and support for the initiative dwindled, and the Integrated Services for Children and Youth Secretariat created earlier was disbanded in 1992.

Two years later, a new inter-departmental committee was reactivated, the Tri-Ministry Committee on Services for Children and Youth. Limited, by choice, to the three key

“In order to address the co-ordination of the many social services that are available to schools in respect to outside agencies, the principal’s authority needs to be extended in order [that the principal] becomes the case manager and co-ordinator of the social services.”

The Ontario Principals’ Association

VOICES

ministries – Education and Training, Health, and Community and Social Affairs – it has as current chair an assistant deputy minister of Community and Social Affairs who has sent a call to all interested parties (17 ministries or agencies replied). They are kept informed of the committee’s work and might participate on an ad hoc basis. One of the lessons learned by government’s responses to the challenges posed to bureaucratic structures by community education is that a separate, dedicated secretariat responsible for inter-departmental action and top-down links is a critical element of change.

We are proposing that to ensure an integrated approach to the care and nurturing of children, we think of the responsibilities of schools in a broader way and acknowledge the need for some restructuring in the delivery of not only educational but of all supports for children. This requires that together with families, a wide variety of community agencies, groups, and institutions can, and should, be brought to the table through the school so that they can determine how to best work together to support the development and learning of young people. It is not the school, and certainly not the teachers, who must assume prime responsibility for responding to the needs of young people. But, in our vision, the school must assume responsibility for bringing together the people, the groups, and the agencies who can respond to these needs. In other words, the school is the central player in this concept.

We are convinced, therefore, on the one hand of the importance of developing clear provincial policies that will encourage and support collaborative efforts in a variety of ways at both the provincial and the local level. On the other

hand, community education and its alliances will take a wide variety of forms, depending on local circumstances. Because the needs vary enormously from school to school, so will the pace of change people are ready to accept, their various philosophies of what is good for the children in their care and, and of course, the available local resources. In the final analysis, the solutions cannot come from the top – they can only come from the local school and its community of parents and other players. What “the top” must undertake to do is facilitate access by local schools and their communities to what are defined as the positive assets that will meet their needs.

Community education: Making it happen

For schools to become effective as centres for services offered by a community in support of children, they must become the primary agent in searching out partners who will form the community of concern. Schools must broker and cement the necessary alliances among the partners to ensure an integrated approach to the delivery of care and support for children. We have no illusions that the task is easy. This concept can be realized only if there is staff commitment within the school. This commitment, we believe, must start with the leader of the school, the principal. Because the role requires a broad sensitivity to the needs and resources within the community, we have recommended that school-community councils be formed to advise and assist principals.

... in schools

As a key strategy, community education involves changes in the role of the principal and in the training and attitudes of teachers. It also implies the addition of differentiated staff to schools – human-resource people who will not be certified as teachers, although they will be sharing in the education of students.

In keeping with our vision of a principal who knows and is involved in the community from which the school draws its students, we believe that together with the task of instructional leader, the principal must be the active agent in the development, fostering, and sustaining of the alliances that form the heart of community education. Principals are key to the success or failure of schools. Principals can be spark plugs for efforts to foster children’s growth and develop-

ment, by co-ordinating the services that help students. Our report and its recommendations ask principals to move out into the community both as ambassadors of good will, and, more important, as agents of change to establish a new understanding about the school and its responsibilities. Crucial to our recommendations, therefore, will be a clear redefinition of this new dual role of school principals.

Although through community education we hope to lighten the teacher overload of recent years, we believe that teachers must be able to recognize a wide variety of social needs among their students, and be aware of the various services available within the new community of partners. Ensuring that teachers are equipped for this becomes an important task for principals. Too often the very people who are essential to such new structures have not been prepared. Indeed, we often heard that teachers have been trained to close the door of their classrooms and do whatever they do without the benefit of colleagues and community. One result is that parents have often been kept outside. We see changing these kinds of attitudes as fundamental to the role of the principal in community education. In Chapter 12 we address the need for all teachers to learn to work in collaboration with their colleagues as well with parents and others in the community.

The notion of differentiated staff is key to improving education in Ontario schools and as an enrichment to school life. It may involve volunteer parents, paid or unpaid, helping in classes, or other professionals and para-professionals, as well as aides. But in fulfilling their new dual responsibility, principals will also need some assistance from school boards in the task of community development – assistance in implementing the recommendations of the school-community council and the initiatives developed by the principal.

... with families

There are still educators who say, "If the family would just do its job, we could do our job." That statement represents a view of "separate spheres of influence." According to one researcher,

In effect, these people are saying, "Let's separate the family and the school in order to have the most efficient organization possible. If the family carries out its mission, we educators can teach the children what they need to know ... This has been the prevailing theory

in sociology from the turn of the century until approximately the mid-1970s ... As we began to study school and family partnerships, we found that the theory of separate spheres was not useful for explaining the effective organization of education for children. Rather, our data suggested the need to push the spheres together so that they overlap somewhat."¹⁷

All of the alliances that we are suggesting, the web of supports and resources, are to be at the service of the child. The child, then, is at the centre of our concept of community education. And connecting the child to this broad community of concern is his or her family unit. Given the increasing stresses and pressures on families discussed earlier, assuring the establishment of this vital link is the most difficult challenge of all. The efforts of principals, school boards, school-community councils, and provincial policy frameworks must be directed to ensuring the active participation of this essential partner.

As with community education itself, there is not one magic formula or strategy that adapts to all families. In light of the research linking student achievement inextricably to parental involvement in the child's education, participation must be encouraged. Though the kind and the degree of involvement may vary, it is essential to the success of the student.

There is no shortage of strategies to make schools "family friendly." Perhaps most important are those strategies that actively encourage parent participation. We have heard of schools approaching families in their catchment area, immediately following the birth of a child, to make parents aware of the school's interest in a future pupil. Other schools provide parent-education workshops to familiarize parents

with their children's school programs and provide parenting advice. In the TIPS (Teachers Involve Parents in Schoolwork) program, teachers design homework assignments in such a way as to encourage children to discuss their schoolwork with parents.

Because of the difficulty many parents have in attending teacher-parent interviews, many schools are using telephone calls or home visits to facilitate the involvement of parents. We even heard of schools where each teacher, each day, spells out the program of the day and the homework for the evening on a voice-mail message that parents can access easily at any time after school hours. The increasing use of technology in schools – another of our main engines of educational reform – opens the door to a variety of new techniques to better link the home and the school.

... and the new school-community councils

At the heart of our conception of a new approach and commitment to community education is the recognition of the need for a local structure that will place the school at the hub to build community support of student learning. This is the school-community council that we have already referred to. Our arguments in favour of this new structure are much akin to those in favour of community education. We see this local structure as the vehicle for empowering communities close to a school to rediscover their assets: those of "commitment, understanding of local problems, a problem-solving rather than a service orientation, caring, flexibility and creativity, efficiency, shared values, and a focus on human capacity rather than deficiency."¹⁸ We also believe that school-community councils will enhance the primary role of

parents in the education, growth, and development of their children by putting parents in regular contact, not only with teachers, but with the various community agencies that assist parents in their responsibilities.

To meet these cornerstone needs for supporting our vision of a new community education,

Recommendations 108, 109

**We recommend that the Ministry of Education and Training mandate that each school in Ontario establish a school-community council, with membership drawn from the following sectors:*

- parents*
- students (from Grade 7 on)*
- teachers*
- representatives from local religious and ethnic communities*
- service providers (government and non-government)*
- municipal government(s)*
- service clubs and organizations*
- business sectors*

**We recommend that each school principal devise an action plan for the establishment and implementation of the school-community council.*

We conceive of the school-community council as an essential underpinning or resource in aiding principals in the determination of the kind of alliances needed and resources available in a given community. We see principals playing pivotal roles in convening the council and in motivating its work. School boards and government ministries and agencies should define a support function and support services available to principals according to local needs.

Because of their representation from health care, social, and recreational agencies, families and business, these councils can be of particular assistance to principals by advising how parents in a given area can best be contacted and encouraged to participate more in the education of their children and in the life of the school. School-community councils bring together many of the partners in education to reinforce their understanding of how they can influence and complement one another in their efforts on behalf of children. Within the area of the school and among the networks associated with the school, these councils should play an

educative role in making all aware of the necessity of this community approach to education, which we are recommending. They will liaise with the business community, health-care groups, municipal facilities, and the like.

In establishing the framework for school-community councils, we take for granted the principle that local decision-making must recognize the various constituencies represented in public and Catholic, English, and French schools. Although drawing on many common groups, services, and associations, schools differentiated by religion or language will also draw on specific groups that can be of assistance to their particular school.

Recommendation 110

**We recommend that school boards provide support to principals to establish and maintain school-community councils and that the boards monitor the councils' progress and indicate the progress in their annual reports.*

... with school boards

We see the role of the school-community councils as complementary to the role of school boards. We believe that these councils can provide the depth of response to local conditions that has been lost at the school-board level. Parents entrust their children to schools so that the latter can assist them in the task of child raising. This expectation lies at the heart of the trusteeship exercised by members of school boards. This responsibility can be fulfilled by trustees only if they share this task with the many other community groups who serve children. School-board trustees in most instances can best fulfil their chief task, that of policy setting, when they acknowledge the need for community alliances.

This reliance on community has obvious practical consequences. School boards must take the leadership in establishing regular, structured liaison among themselves, municipalities, business groups, health-care facilities, recreational and social agencies, religious and other groups to facilitate the development of the alliances and communities of concern. Principals and school-community councils must be encouraged by boards to develop the kind of alliances best suited to their area, and must be given substantial support by supervisory officers acting as leaders at the municipal/county level. Principals and school-community

councils will therefore require greater local autonomy and budget control.

Achieving such a vision can in many instances involve the location of community services, other agencies, and schools in one building. Although Ontario is not currently in a school-building boom, new schools are being built, and older schools are being renovated, added to, or replaced. Now is the time to ensure that multi-purpose perspectives are taken so that we have multi-purpose facilities.

A collaborative approach to meeting the needs of children should also result in cost savings. Now, there is duplication between school boards and other services as schools try to cope with problems of a social, health, or psychological nature, with insufficient expertise, and spend considerable time trying to get other agencies to deal with the problem. Those agencies likewise spend time trying to get into schools, but an us-versus-them attitude sometimes intrudes.

Recommendation 111

**We recommend that the Ministry of Education and Training, teachers' federations, and school boards take whatever actions are necessary to ensure that community liaison staff persons are sufficiently available to assist principals in strengthening school-community linkages. These staff, who would not be certified teachers, would be responsible for helping to implement decisions and initiatives of the school-community councils as well as other school-community initiatives.*

I.S. 218 Salomé Ureña Middle Academies, New York, N.Y.

This junior high school, which serves 1,200 students in Grades 6, 7, and 8, is located in the Washington Heights–Inwood section of Manhattan, a neighbourhood clearly having great needs on all fronts. The partnership project, a joint venture involving the Children's Aid Society (an agency with a purpose that's different from the Canadian version), the Board of Community School District Sixth and the New York City Board of Education and local parents, is unique in that its definition of partnership goes beyond most understandings of the concept.

The school, and the community facilities built within it, did become the centre, even a second home, for its entire community, playing for its students a role well beyond the traditional school day and school ways. All of this was accomplished by educators and social service groups working closely together, in full partnership – truly the school as the hub of community life.

In addition to its four specialized academies (Business Studies; Community Service; Expressive Arts; and Math, Science and Technology) into which the student body has been divided, the school includes the Family Resource Centre and a medical/dental facility, both run by CAS. Besides the Extended Day Program (7 a.m. to 6 p.m.), there are programs for teens, parents, and other adults, all defined locally by community needs. There is the SUMA Store, a for-profit student-run corporation offering books, school supplies, snacks, comics, posters, to name a few items. There are also classes, workshops, and services, often on evenings and weekends, for parents and other adults. A few of the parents work almost full-time in the school and some of them receive a small stipend from CAS.

Partir d'un bon pas pour un avenir meilleur, Cornwall

Cornwall's Better Beginnings, Better Futures project involves both a breakfast project and school facilitators (mostly parents) who are hired by the project. These facilitators are trained in child development and specialize in French-language development, culture, and self-esteem. Child-care services assist parents who would not otherwise be able to obtain child care on Saturday mornings, during the summer, or on professional development days. The community development component includes numerous activities, most of which focus on parent involvement and the volunteer training program for the four basic planning committees.

The Stratford Education and Recreation Centre

The Stratford Education and Recreation Centre (SERC) is an exciting shared development of the City of Stratford, the Perth County Board of Education and the Huron-Perth County Roman Catholic Separate School Board, and is located on a 60-acre site in the northwest sector of Stratford.

Included in the development is the new St. Michael Catholic Secondary School, containing 30 teaching spaces on two floors, plus a double gym, cafeteria, communications lab and a main floor chapel. Next to St. Michael is another two-storey building containing a library-resource centre on the upper floor that will be shared by St. Michael School and Northwestern Secondary School. On the lower floor of this building is a child-care centre operated by the Stratford-Perth Family YMCA, which accommodates 72 children, as well as the media centre for the Perth County Board of Education.

Substantial cost savings have been achieved by three public bodies sharing land and buildings.

... with the provincial government: Adopting an agenda for redesigning systems to support community education

Government must become the leading partner in creating a public agenda for children and in establishing an integrated framework that ensures that the entitlements of children are met through a holistic system of supports and services.¹⁹

Developing a strategy at the provincial level has proven to be difficult, not least because of entrenched bureaucracies. By their very nature, bureaucracies are resistant to change and to surrendering turf. Although precise recommendations to address the requisite new structures at the provincial level are beyond the mandate of the Commission and the time constraints under which we have been working, we raise a number of broad policy issues in regard to provincial government action.

We cannot ignore the criticisms of studies that document the effects of the fragmented non-systems of children's services in Ontario. Their crisis orientation focuses on remedy rather than prevention. Instead of considering the interaction of causes and solutions for children and their families, professionals tend to rigidly categorize problems. The lack of communication among systems is well documented, as is the specialization of the service providers that often renders them unable to propose effective solutions to complex problems. Most troubling for our conception of community education is the failure of ministries to work towards a common goal of supporting children's learning. Ministries in Ontario, as in other jurisdictions, have created discrete local service systems characterized by differences and even contradictions in the assessment of child and family needs, and by solutions (to the complex problems of children) that are too narrowly focused. We are troubled by the tendency in these systems for clashes in approaches and by the tendency to ignore problems because they fall into another ministry's mandate.

One suggestion made to address the question of the bureaucratic divisions and confusions is found in the *Children First* report. The report recommends that a Ministry of the Child be established. Although we discussed this idea during our public hearings, and are in principle not opposed, our sense is that immediate action at the local level is more critical to the lives of children and their families. Such immediate local action must not wait for such complex provincial restructuring.

Obviously, provincial policy must address issues such as the funding of education programs dealing with sex, AIDS, and drugs if these are to be assigned to another community partner. If other agencies either deliver or assist in delivering fitness programs, job or career counselling, or other services, there must be new determinations for the allocation of human and financial resources. And in all of this, accountability mechanisms must be built in so that students in need of services do not fall through the cracks of integrated services, and so that principals have some guarantee of co-operation in seeking to build the necessary alliances for their schools.

If we want genuine collaboration, significant change in provincial structures is necessary, now or eventually. But it must not be the sine qua non for the development of community education. The provincial government must both get out of the way and give collaboration a push. By getting out of the way, we mean that legislative, regulatory, and administrative restrictions should not intrude in making the best decisions or providing the best services for children at the local level. By giving collaboration a push, we suggest that there should be incentives for local agencies and managers to work together. In fact, it may well be necessary for legislation to be enacted that clarifies the primary and secondary responsibilities of schools and the Ministry, and those of other ministries and agencies.

These conditions have led other provinces and states to initiate efforts to redesign and to even reinvent children's services systems. We recognize the difficulty of these efforts and the need to initiate change at the local community level. Our recommendations so far have taken this "bottom-up"

“[W]e recommend] that government and community services for children and family, including “head start” programs, be integrated for seamless delivery through the local school, but that the expertise, funding and responsibility for outcomes be clearly and appropriately delineated; that all children receive the full program available at their neighbourhood school.”

Ontario Catholic Supervisory Officers' Association

approach. However, we have been warned by professionals from local agencies, schools, and school boards that bottom-up initiatives can only succeed if the constraints to collaboration and community outreach that have their source in provincial-level institutional structures are removed. We believe the time has come to set out the direction for long-term systemic reform of the multiple, hierarchical, children's service systems that have evolved in the province. The redesign initiative we propose reflects our conclusion that the expansion of the large children's service systems already in place does not promise greater well-being for our children and youth. We have in this chapter argued for a new direction that builds on the strengths of communities, families, children, and youth.

The systemic changes in provincial children's services systems that we believe are needed to fulfil our vision of community education require significant political leadership committed by redesigning existing flows of authority, resources, skills, and capacities.

Recommendation 112

**We recommend that the Premier assign responsibility for reforming children's services to a senior Minister, in addition to his/her regular portfolio; and that this senior Minister be supported by an Interministerial Committee of Ministers responsible for children's services; and that*

- a) the Committee be assisted by permanent staff;*
- b) the Committee include the systematic review and revision of*

- service approaches taken*
- quality of services provided*
- funding mechanisms*
- legislation*
- regional organization of authority*
- provincial structures;*

c) the Committee establish, through the regional offices of the MET, a leadership and co-ordinating plan between the school boards and the other local providers of services to develop and help implement the mechanisms necessary to support the work of school- community councils.

Community education can only become an effective engine for changing supports for children's learning with strong leadership and co-ordination at the regional and local levels.

We believe that a review of present legislation and regulations would lead to the removal of impediments to the kind of alliances we are advocating. Also needed is a policy framework to clarify how partnerships might be structured and funded. Such a review should also identify the necessary additional mandates to be given to ministries other than Education and Training and to agencies other than schools.

Recommendation 113

**We recommend that the provincial government review legislative and related impediments, and that they develop a policy framework for collaboration to facilitate partnerships between community and schools.*

Setting a timeline for action

If these recommendations are to have effect, they must be supported by a timeline for action that recognizes the complexity of the changes proposed. We remind the government of the lessons from decades of research on the conditions required to support implementation.

Recommendation 114

**We recommend that the Interministerial Committee of Ministers, under the senior minister responsible, as its first task set a sustainable timeline for implementing community partnership, policies, and mechanisms, with specific points for reporting and disseminating the results of the efforts.*

These recommendations should signal the importance we place on the need for long-term systemic reform of children's services.

Conclusion

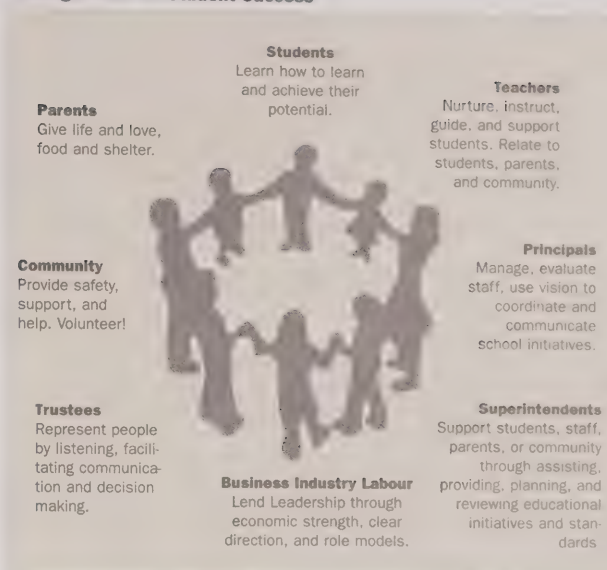
Defining what we mean by community education has been a difficult part of our work in this Royal Commission. Our conception recognizes the variety of local influences that change the form and nature of community education. This is as it should be. Only by developing the capacity for communities to re-invent their relations with schools can student learning be supported and ultimately sustained. We recognize that the redesign of schooling we have proposed in this chapter is complex. It requires a change in what schooling means and what schools are for. It amounts to social change of the highest order.

Despite these difficulties, we are convinced that community education is central to education reform in the province. It is one of the essential levers to the changes we are recommending. Teacher education (Chapter 12) will remain a keystone of the profession only if it is based on the needs of schools as rooted in contemporary communities. Our recommendations regarding early childhood education (Chapter 7) find their genesis in the necessity of forging developmental links between schools and children's homes and communities. Information technology (Chapter 13) as a lever or strategy of educational change depends not only on children's being immersed in this new way of learning, but on many partners being brought together through this technology in what might be called electronic communities.

In short, it is the concept of community education ties together with the four key levers that we hope will provide the impetus for tomorrow's education in Ontario.

Community education is potentially powerful: it can provide the most economic use of the community's financial resources; schools can become more effective in supporting their students' academic achievements and general development; and if the pressure on teachers to meet non-academic needs is relieved, we can expect renewed commitment to teaching. Finally, parents with strong community support are likely to carry out their parenting responsibilities with greater confidence and skill.

Joining Hands for Student Success



Source: North York Board of Education Newsletter, 1994

Endnotes

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15 **Constitutional Issues**

In this chapter we focus on groups with special constitutional status who have concerns about funding, programs, and governance structures that flow to some extent from that status – Ontario's Roman Catholic, Franco-Ontarian, and aboriginal communities.

Many of the concerns expressed by these three groups with special constitutional status mirror those of the broader community, and thus are part of other sections of our report. For example, parents in these three communities share the concerns of parents of children in the public system about having greater involvement in their children's education and about effective communication between home and school. This chapter, however, deals only with issues that are the specific priorities of these groups.

Roman Catholics, who have constitutional rights to their own system, are concerned about barriers to equal opportunities for excellence: funding, preferential hiring of Roman Catholic teachers, teacher education, and structures in the Ministry of Education and Training. We make recommendations in three of these areas, while those related to funding can be found in Chapter 18.

Franco-Ontarians, who also have constitutional guarantees, are pressing for full implementation of their legally awarded right to manage their French-language education – a right that they believe is related to the opportunities for their students to reach a higher level of academic excellence, as well as to equity measures. Like the Roman Catholic community, Franco-Ontarians are concerned about having the resources to support and enhance their education system.

Aboriginal communities seek self-governance in education, and most of this concern must be dealt with at the federal level. However, aboriginal people articulated to us, and we responded to, several specific concerns about the quality of education for their children as it relates to language of instruction, curriculum content, resources, and teacher training – issues in which the province does have a role.

The Roman Catholic education system

During the public hearings, we spoke with a wide range of Roman Catholic educational representatives, as we did with public and francophone representatives. We found much in common among these systems, just as we discovered that each system has qualities and features distinctively its own. This suggested that while we must ensure equity and excellence in all three systems, their diversity means we do not have to have a one-size-fits-all approach to our strategies for educational reform.

The fact of the Roman Catholic system as a distinct educational community became particularly evident to us in a presentation by the Council of Ontario Separate Schools (COSS), an umbrella organization made up of the provincial associations of Roman Catholic parents, trustees, teachers, supervisory officers, and bishops. In their joint presentation, these groups focused more on their common vision of education than on their different tasks and responsibilities within their educational system. They told us:

This grouping of associations comes to you together because in the separate schools of the province we are a community. We consider ourselves as participants in a deeply held covenant. The philosophical and theological underpinnings of our approach to education hold us together in ways which the exigencies of daily operations cannot alter.

They went on to develop a series of common positions and declarations that had a high degree of congruence and agreement on the major concerns of the Roman Catholic educational community. Consequently, as a commission, we had very little difficulty in getting a clear sense of their priorities for educational reform.

On the wall of Room 257, Frank Regan Senior Elementary School, Carleton Roman Catholic Separate School Board (reproduced here exactly as worded):

DEAR GOD:

Help us to do well at school and obtain excellent averages.

Bless our families.

Help all of us overlook peoples differences and find there great points.

Remind me to be kind to others.

Help treat others as you want to be treated.

Please guide us in our directions.

Forgive our sins.

Amen.

A brief history of Roman Catholic schools

The first classes established by Europeans in Ontario were for Native children, offered by French Jesuit priests in Huronia in 1634, which can be said to mark the beginning of Roman Catholic education in this province. These classes were followed in the 17th century by classes for the children of settlers in New France.

Very early in the 19th century, one-room English-language Roman Catholic schools were opened, the first in Glengarry County in eastern Ontario. Under the leadership of Bishop Alexander Macdonell in Kingston, Catholic education expanded when the first Catholic grammar (secondary) school was established in Kingston in 1839; it still operates today.

Initially, Roman Catholic schools were made possible by religious communities of women and men who organized the settlers to establish the schools, and who ensured their financial support.

We were told that the contribution of these communities – particularly the communities of sisters – to Roman Catholic education in this province cannot be overstated. Indeed, until the past quarter century, the history of Catholic education in Ontario is inseparable from the history of these communities and the people who led them: until the 1950s, their members constituted the majority of principals and teachers in Catholic schools.

This pattern of school development and organization created the distinctive three-part character of Roman Catholic schools in Ontario. Church leaders, with parents and educators, created these schools from a joint vision of the place of education in the life of the broader community.

The schools existed only because of the conscious and deliberate effort of parents to establish and financially support them. Many Ontario Roman Catholics acknowledge that constructing these schools was possible only through the efforts of the local church, and operating them was affordable only through the contributed services and sacrifice of the religious communities who staffed them. Thus, the partnership of home, school, and parish was always the ideal that guided their development.

Pre-Confederation legislation passed by the united legislatures of Canada West (later Ontario) and Canada East (Quebec) gave more formal recognition and support to Roman Catholic education. Notably, the Tache Act (1855) and the Scott Act (1863), among other things, allowed the election of separate school trustees, established separate school zones, and provided legislative grants to separate schools.

By the time of Confederation, Roman Catholic schools were well established: 18,924 students were being educated in Catholic elementary schools in 1867. The existence of denominational schools became a key feature in the discussions over the unification of British provinces into one country. The guaranteed maintenance of Catholic denominational schools in Ontario, and of Protestant denominational schools in Quebec, was part of the “historic compromise” that made possible the union of Canada.

Section 93 of the British North America Act (now the Constitution Act, 1867) said clearly that such schools were guaranteed, and it placed a constraint on provincial authority over education, an otherwise unrestricted jurisdiction.

Section 93:

In and for each Province the Legislature may exclusively make Laws in relation to Education, subject to and according to the following Provisions:

(1) Nothing in any such Law shall prejudicially affect any Right or Privilege with respect to Denominational Schools which any Class of Persons have by Law in the Province at the Union;

(2) All the Powers, Privileges, and Duties at the Union by Law conferred and imposed in Upper Canada on the Separate Schools and School Trustees of the Queen's Roman Catholic Subjects shall be and the same are hereby extended to the Dissident Schools of the Queen's Protestant and Roman Catholic Subjects in Quebec;

“The Catholic school aims to extend for the child the micro community of the home, first to that of the school, then into the parish and, thence, outward into the neighbourhood and ever larger communities into which the child will grow.”

Ontario Catholic Supervisory Officers' Association ©CSOA

Voices

(3) Where in any Province a System of Separate or Dissident Schools exists by Law at the Union or is thereafter established by the Legislature of the Province, an Appeal shall lie to the Governor General in Council from any Act or Decision of any Provincial Authority affecting any Right or Privilege of the Protestant or Roman Catholic Minority of the Queen's Subjects in relation to Education;

(4) In case any such Provincial Law as from Time to Time seems to the Governor General in Council requisite for the due Execution of the Provisions of this Section is not made, or in case any Decision of the Governor General in Council on any Appeal under this Section is not duly executed by the proper Provincial Authority in that Behalf, then and in every such Case, and as far only as the Circumstances of each Case require, the Parliament of Canada may make remedial Laws for the execution of the provisions of this Section and of any Decision of the Governor General in Council under this Section.

Constitution Act, 1867

The constitutionally guaranteed rights were confirmed in Section 29 of the Canadian Charter of Rights and Freedoms, which is part of the Constitution Act, 1982.

Section 29:

Nothing in this Charter abrogates or derogates from any rights or privileges guaranteed by or under the Constitution of Canada in respect of denominational, separate or dissentient schools.

Constitution Act, 1982

In the decades that followed Confederation – and despite substantial financial obstacles, particularly to the creation of secondary schools – Roman Catholic education continued to flourish. By 1900, there were 42,397 students in Catholic schools; by 1925, the number had more than doubled to 95,300 students. Religious communities of sisters, brothers, and priests continued to take the lead in setting up schools, including many secondary schools, with both residential and day students.

In 1969, provision was made for the creation of county and regional separate school boards, similar to the provision made the previous year for public school boards. For historical reasons, these separate boards operated with some degree of public funding through Grade 10. Tuition fees were paid by parents of children in Grades 11, 12, and 13.

Through partnerships between the religious communities that owned and operated the schools and the newly created school boards, a small-scale secondary school system emerged – small not only in terms of the number of students it could educate but also in the limited range of course offerings it could make available.

Typically, Roman Catholic secondary schools at that time offered only core academic subjects such as math, English, science, and then only at the advanced level. Catholic students who could not afford the tuition, or who did not match the academic profile of Catholic secondary schools, either went directly to the local public secondary school or left at the end of Grade 10.

Furthermore, the fact that parents had to pay tuition fees in Grades 11, 12, and 13 ensured that a Roman Catholic secondary school education was a possibility for only the wealthier or most educationally committed families. This system could operate only on the basis of tuition fees paid by parents, lower salaries paid to teachers, and services and facilities provided by religious communities. Even this ongoing sacrifice and commitment left the system on the verge of financial insolvency throughout this period.

In 1984, then-Premier William Davis announced his intention of completing the Roman Catholic education system by granting public funding through Grade 13 in Catholic schools. The Conservative government initiated the legislation, but the process was concluded by the minority Liberal government that won the next provincial election.

While Bill 30 was supported in its amended form by all three political parties, and was passed in the House on June 24, 1986, it was and still is the subject of much controversy.

“Catholic schools provide a full and integral education thanks to the spiritual and Christian aspects of their teaching. To become full-fledged humans, we must interact with four realms of our being: the physical, cultural, social and spiritual spheres. Any day-to-day practice of education that fails to promote any one of these four realms cannot claim completeness.”

Lionel Desjarlais

voices

In a 1987 legal proceeding, the Supreme Court of Canada, in a 7–0 decision, ruled that the legislation was constitutional.

This completion of the Roman Catholic school system has resulted in both growth and change, especially at the secondary school level. With tuition fees abolished, children who previously could not afford to go to Catholic schools were given an opportunity to attend; this reduced the private-school, elitist image of Roman Catholic education, and made it authentically public and of service to all.

Moreover, improved funding made it possible to construct better facilities and to offer a wider range of courses. For the first time, Catholic schools had automotive shops and technical departments, as well as Latin programs and theology courses. The schools began to look more like the whole Catholic community, and not just a segment of it.

The development has brought substantial discussion in the Roman Catholic educational community on the issue of remaining faithful to its religious origins while being responsive to its public mandate.

In 1993, there were 621,143 students in Ontario Roman Catholic schools, 30 percent of the 2,042,710 students enrolled in the province. Of the total Roman Catholic student enrolment, 444,990 were at the elementary level and 171,153 at the secondary level. They were being educated in 1,343 elementary schools by 23,570 teachers, and in 201 secondary schools by 10,444 teachers.

Overwhelmingly, teachers in Roman Catholic schools today are not members of religious communities: laypeople make up 97 percent of the teaching body. Whether they teach in the English- or French-language sections of the separate school system, these teachers have a shared vision of the education process.

Issues and recommendations

After we reviewed the four months of our public hearings, a group of issues of particular concern to the Catholic community clearly emerged. The following sections summarize these specific issues, some of which are also shared by the French community. Essentially these are related to the provision of resources and support services needed to preserve and enhance the Roman Catholic education system.

Funding

Without exception, every significant provincial Roman Catholic organization spoke to us of the need to reform education financing in Ontario. Trustees, parents, teachers, supervisory officers, principals, and clergy identified historic underfunding of Catholic schools as a province-wide problem and as an unjustifiable inequity, one that leaves hundreds of thousands of students without educational resources that meet generally accepted standards.

We were told that while there have been some recent changes in funding practices, several separate school boards hover on the edge of bankruptcy. Growth in the Catholic school system over the past two decades has compounded the problems caused by underfunding, and has resulted in inadequate facilities and permanent overcrowding.

Of the 40 boards in the province with the lowest per-pupil income from property assessment, 39 are Catholic. Of the 60 boards in the province with the highest such assessment income, only three are Catholic, and none of these three is among the top ten. This province-wide situation means profound disparities in programs and facilities between and within the same municipalities and counties.

We were told of a board that was compelled to choose between computers or musical instruments for its schools. The times being what they are, the board chose computers, but it was the kind of necessary choice that diminishes us as a society.

We were told of Catholic boards with schools in which, except for kindergarten, children spend their entire elementary level years in temporary facilities – a euphemism for portables – to be followed by life in a high school where lunch begins at 9:00 a.m. because the cafeteria holds only 300 of the school's 1,800 students. In this context, it is understandable that a sense of desperation was evident in some submissions from the Catholic community.

In Chapter 18, we discuss the present structures in education funding that have caused this situation, and make recommendations for comprehensive reform of education financing to eliminate these inequities.

Section 136 of the Education Act

As described earlier, Bill 30 did not accord funding to Catholic schools equivalent to that of public schools, but it did permit completion of the Catholic education system as a publicly funded education entity. Specifics of the revised funding are discussed in detail elsewhere; essentially, the Roman Catholic system became fully public in that it was funded totally from public sources.

Section 136 of the Education Act, covering hiring practices of separate school boards, was passed as part of the legislation enacted with Bill 30; it was an amendment to the original Bill, and, beginning in 1995, will have the effect of denying Roman Catholic school boards the right to favour Catholics in hiring teachers for Roman Catholic secondary schools.

At the time, the Catholic community strongly opposed this amendment, and it remains convinced that the section would be declared unconstitutional should any legal challenge be raised. During the public hearings, there was a clearly stated belief, expressed especially by trustees, that over time the very identity of Catholic schools is at risk if boards lose the right to hire, preferentially, Roman Catholic teachers.

Catholic schools have always hired a number of non-Roman Catholic teachers, and we encourage them to continue to do so. Most of these men and women are recognized by Catholic boards as excellent teachers who have made substantial contributions to their schools. However, these teachers have always been a small minority, and with the exception of the designated teachers who were transferred to the Roman Catholic from the public system after Bill 30 was passed, they were freely chosen by the boards that employ them. Thus the religious orientation and character of the Roman Catholic school was never at risk.

The concern of the Catholic community is that once section 136 comes into effect, the inability of the boards to guarantee Catholic teachers in the classrooms will erode the school's religious foundations. Parents who have specifically chosen to send their children to Catholic schools – some-

“If Catholic schools are to continue to exist, it is essential that Catholic school boards also continue to have the right to hire only Catholic teachers to teach in Catholic schools. Allowing non-Catholic teachers to have equal access to teaching positions in a Catholic school system would destroy the Catholic character of the system. Non-Catholic teachers cannot use their faith experience as witness to a Catholic doctrine which they do not believe.”

St. Aloysius Parent Advisory Council

times at considerable inconvenience – have particularly strong feelings on this issue.

Central to the curriculum in any school is its culture: the sum of the dominant values, ideas, and beliefs that shape the learning environment and give the school its character and identity. It is evident that in Roman Catholic schools, religion is a core element of the school's culture and its reason for being. Throughout, this report has made clear the centrality of teachers in creating and sustaining the learning culture of the school. Thus, the religious commitment of the teachers in Roman Catholic schools is a vital element in establishing and maintaining their religious focus.

The declared expectation in Catholic schools is not that teachers will be spiritually neutral but that they actively attempt to blend their professional abilities and skills with their own spirituality. Presenters to the Commission frequently repeated that Roman Catholic schools attempt to be communities of faith as much as they attempt to be centres of learning.

In order for Catholic schools to maintain their identity and preserve their unique philosophy of education, Catholic school boards should not lose the right to favour hiring teachers who are members of the community of faith that is itself at the heart of the school.

The members of the Catholic education community have clearly stated that the potential introduction of large numbers of non-Catholic teachers into the system places the religious identity of Catholic schools in jeopardy. The maintenance and promotion of this identity is crucial to the work of the school and is part of the very reason it exists.

“We also welcome the opportunity to explain Catholic education to you, since our experience suggests that the nature of Catholic education and the means by which it is provided are not well understood.”

Ontario Separate School Trustees' Association (OSSTA)

VOICES

Recommendation 115

**We recommend that section 136, which restricts preferential hiring in the Roman Catholic school system, be removed from the Education Act.*

Representation in the Ministry of Education and Training

Many Catholic stakeholders told us that although Roman Catholic schools educate 30 percent of Ontario students, including almost 83 percent of all francophone students, and constitute a province-wide education system from kindergarten to OAC, that system is not appropriately represented at the Ministry of Education and Training.

This is particularly evident in two ways. First, the number of Ministry education officers with a separate school background is not always representative of the size of the Roman Catholic system; consequently, there is a lack of understanding by the Ministry of the Catholic system's priorities and concerns. Second, the Ministry has no “team” (formerly called a “branch”) comparable to the French-Language Education Policy and Programs Team, which would be responsible for presenting the Catholic education viewpoint.

These numeric and organizational deficiencies account for the repeated references made during our public hearings to an inability by the Ministry to understand and meet the specific needs of the Roman Catholic education system.

The Common Curriculum, Grades 1–9, released in February 1993, readily demonstrates the point. In the words of *The Common Curriculum*, “The outcomes in this document shall form the basis of the programs, learning activities, and specific outcomes that school boards develop for each grade.” Although it is supposed to be the province's core curriculum document for Grades 1 to 9, the 97 pages of the

document contain one reference to Catholic curriculum – a footnote on the bottom of the first page. The subsequent version, written for parents and the general public later that year, contains no reference whatsoever to curriculum in Roman Catholic schools.

Without a Catholic Education Team, the document did not receive essential expert curriculum input from that perspective at the design stage. Therefore, before it is implemented, enormous work will have to be done by boards to make the document consistent with the education philosophy and priorities of separate schools.

This does not appear to us to be an appropriate curriculum development process for the Ministry to follow, especially in light of the added curriculum responsibilities that elsewhere in this report we recommend the Ministry undertake. The Catholic education community does not experience this as an isolated example of Ministry unawareness of the curriculum differences between public and separate schools.

We recognize that there are two English-language components in the province's publicly funded education system, and that each has a distinct curriculum orientation and philosophy. It is imperative that the Ministry, in the development of its programs and curriculum, be aware of these differences and be capable of meeting the needs of both components. While an element of Roman Catholic education comprises courses in religious education, the fact of this additional subject in Catholic schools is not the essential curriculum difference between public and Catholic schools: the essential difference is the philosophy and values that shape the rest of the curriculum.

At present, there is no structure in the Ministry to ensure that an appropriate curriculum is developed for a school system that educates one-third of Ontario students.

In order to meet the curriculum needs of separate schools, as well as other system-wide needs, it is essential that the Ministry have adequate and influential representation of the Roman Catholic system among its education officers, senior administrators, and other professionals. Furthermore, the Ministry should have a team with the specific task of representing Catholic education concerns. Its responsibility could include co-ordinating Ministry policies related to Catholic education and maintaining liaison with the Catholic education community.

The focus of this discussion has been on curriculum issues, but assessment, teacher education, and governance are other areas where the Roman Catholic system perspective would vary from that of the public system.

Recommendation 116

**We recommend that, with reference to the role of the Roman Catholic education system, the Ministry of Education and Training ensure appropriate and influential representation from the Roman Catholic education system at all levels of its professional and managerial staff, up to and including that of Assistant Deputy Minister; and that the Minister establish a Roman Catholic Education Policy and Programs Team or branch in the Ministry.*

Teacher education

The vision of education and the nature of curriculum in Catholic schools imply a specific professional preparation for teachers intending to work in the Roman Catholic system. If Catholic schools are to meet the mandate they have been given by their community, they not only require teachers who are Roman Catholic but people who are professionally prepared to teach in a Roman Catholic context and tradition.

Part of the pre-service formation of all teachers who wish to work in the separate school system should include at least one course dealing explicitly with Catholic education theory and practice, and there should be one course specifically for teachers who will be teaching religious education. The first course is described by the Catholic community as a foundations course, while the second is referred to as a religious education course.

At the present time, pre-service teaching programs at English-language faculties of education in Ontario do not differentiate in their degree requirements between teachers who wish to teach in the public school system and those who wish to teach in the separate. Programs offer mandatory foundation courses that do not adequately prepare teachers to work in the distinctive Catholic education context and thus do not meet the needs of the separate school system. Candidates aspiring to teach in Catholic schools need to be familiar with the history of Catholic education in Ontario, with the governance and organizations in the separate school system, and with the approach to curriculum used in these schools.

“While we support the contemporary programs of the faculties, we are amazed at and frustrated by the void of programs designed specifically for those preparing to teach in Catholic schools ... OSSTA’s position is that the Ministry of Education and Training and the faculties of education have a responsibility to ensure that the needs of both branches of the publicly funded system of education in Ontario are satisfied. We call on the Ministry of Education and Training and the faculties of education to accept this responsibility.”

Ontario Separate School Trustees’ Association (OSSTA)

In the area of religious education, faculties currently have limited programs available, some of which are for credit and some of which are not. Courses vary in length from 15 to 40 hours, with program content differing substantially among faculties.

Characteristically, these pre-service religious education courses, accredited or not, are optional and taken in addition to a full academic program. This program and credit disparity causes problems for the Catholic education system because religious education in Catholic schools exists at all grade levels as a core subject area and is based on province-wide curriculum documents. The random, ambiguous status of pre-service religious education courses at faculties does not do justice to the importance of this subject in Catholic schools.

While the pre-service religious education courses are of value to student teachers and school boards, and while the people who teach them work very hard to provide the best possible programs, irregular credit status and content restrict their effectiveness in preparing religious educators.

If we take seriously the proposition that education in Roman Catholic schools is based on an educational philosophy and practice distinct from the public system, we must also conclude that the preparation of teachers for the Roman Catholic system must have distinctive elements.

In current pre-service programs, the Catholic component of teacher preparation is treated as an add-on and discretionary, not as fundamental and mandatory. In their

“For teachers preparing for the Catholic school system we require professional development in religious education and family life education as is accorded other teaching subjects. The pre-service training must include a foundation course in the history and philosophy of Ontario Catholic education.”

Ontario Catholic Supervisory Officers' Association (OCSOA)

programs, faculties of education do not reflect the reality that Catholic education philosophy is derived initially from a theological foundation, not from pedagogical theory, and they do not give student teachers exposure to this philosophy as part of their initial training.

Nor do faculties take seriously the fact that religious education is a core part of the curriculum in Catholic schools, and that teachers require professional preparation in order to teach the subject effectively.

The Ministry of Education and Training has a responsibility to ensure that professional preparation of teachers reflects the needs of the separate and the public sections of the publicly funded education system. Some people in the Catholic education community have suggested that to accomplish this effectively, a Catholic faculty of education with its own program is required for those preparing themselves to teach in Roman Catholic schools – although by no means does it seem to be a unanimous opinion in this community.

Having considered the various options, the Commission is of the opinion that in order to respond to the Catholic education community's legitimate request for professional preparation of its teachers, it is not now necessary to create a Catholic faculty of education, nor are two completely different tracks or streams required within faculties. However, we are convinced that faculties of education should respond to this request by providing a single core course (a foundations of Catholic education course) and a religious education course for all Catholic teachers.

Recommendations 117, 118

**We recommend that the Ministry of Education and Training and the faculties of education establish a pre-service credit course in the foundations of Roman Catholic education, and that this course be available at all faculties of education in Ontario.*

**We recommend that the religious education courses currently offered at faculties of education receive full credit status and be made part of the regular academic program.*

Learning in French: Rights, needs, and barriers

More than 250 briefs and presentations were made to our Commission by Franco-Ontarians, both young and old. This is a clear indication that they participated fully in our deliberations. We also held a special day of consultation in Timmins for Franco-Ontarian associations involved in education, as well as a comprehensive video-forum in both Ottawa and Toronto with ethno-cultural francophones. Both individuals and associations spoke passionately of the history that has led to the development of their schools and of French-language education in Ontario. They expressed hope for the Commission's recommendations, taking great care to clearly spell out their viewpoints and claims. They conveyed their vision of a French education system “from cradle to grave,” even sharing with us plans for their budding community colleges and dreams of a francophone university.

Their presentations repeatedly echoed the injustices they suffered at the turn of the century, with the suppression of some of their rights in French-language education. Men and women, parents and educators, students of all ages – all spoke of their frustrations with an education system whose structures and management methods put them at a disadvantage, systematically trip them up, and paralyze their development. Again and again, they urged us to see to it that their rights are respected, thereby enabling Franco-Ontarian schools to play their role to the fullest in helping the francophone community achieve its highest potential. To a large extent, they attributed their high drop-out level, lesser academic successes and lower economic status of their adult population to the system's built-in inequities and restrictions. In a nutshell, they clearly conveyed to us just how critical a quality education in French is to the survival of their language, their culture, and their community.

We also learned from other francophones in Ontario – new Canadians and citizens from other provinces whose life experiences are different from those born here – that their perspectives, needs, and expectations do not always mesh with Franco-Ontarian objectives when it comes to their children's education.

Our mandate was very specific with respect to the constitutional rights of francophones and Catholics. While the reader will have observed the extent to which francophones' particular interests are reflected throughout this report, this section deals primarily with the administrative and political aspects of French-language education in Ontario from a management and governance perspective. Following a look at the historical, socio-demographic, and educational dimensions, we will address the issue of Franco-Ontarians' constitutional rights and the extent to which they are enforced, and conclude with an overview of the equity measures needed to ensure the future of this community.

A glimpse of history

French-language classes had been taught and courses given in isolation throughout Ontario almost a century before the end of the Seven-Year War in 1763, when all of New France was taken over by England. However, the first true French-language school – to be precise a Catholic and private school – in what is now known as Ontario did not come into existence until 1786, in Windsor, then known as L'Assomption du Détroit. The establishment of another French-language school then followed in Kingston.¹ In practice – and this may surprise some – French-language education in Ontario had been on-going since the arrival of Europeans – that is, from the moment the French arrived in the 17th century, which means well before Confederation in 1867 and the British North America Act, which granted provinces total and exclusive jurisdiction over education. Until then, French-language schools were treated in the same way as English-language schools, receiving the same type of funding and enjoying the same status. Usually established by the parish priest or a local group of parents and parishioners, these schools were partially funded by property taxes, even receiving, at the turn of the 19th century, government grants. However, as most French-Canadian schools were Roman Catholic, they, like anglophone Catholic schools, were subject to the same restrictions.

“It is increasingly evident that French-language schools will be managed effectively only once they are administered by francophones. Instances of confrontation and conflict such as we have seen in recent years prove once again that francophones, as a minority, particularly in the southern part of the province, will always be vulnerable to the actions of the majority.”

Association des enseignantes et des enseignants
franco-ontariens, Essex élémentaire catholique

At the turn of the 19th century, the francophone population was centred in the southwestern region of Upper Canada, in both Essex and Kent counties. Around the 1830s, the population began to expand into the southeastern region, into what is now the Prescott-Russell area.

It was during the decades immediately preceding Confederation, following the affirmation of Protestant Anglo-Saxon political-economic power with the infamous Family Compact in Upper Canada (Ontario) that the political issues in education in this province were crystallized, especially with respect to the constitutional rights of Roman Catholics. From 1846 to 1850, when legislation was passed to establish the basis of the current education system, and in the years that followed, education in the French language was for all practical purposes accepted by Ryerson, education superintendent for Upper Canada, thus recognizing *de facto* rights of francophones. Towards the end of the 19th century, less than 20 years after Confederation, Ontario began to systematically deny these rights. Regardless of their particular interpretation of the root cause of this injustice, historians agree in their identification of a link between the new restrictive language policies after 1885 and the increase of francophone immigration into Eastern Ontario from Québec. In this regard, on November 24, 1886, the *Toronto Mail* published the following:

The Prescott and Russell schools are the nurseries not merely of an alien tongue but of alien customs, of alien sentiments, and, we say it without offence, of a wholly alien people.¹

“Despite its efforts, the French-speaking community in this region, and elsewhere in the province, is losing ground and being assimilated at an alarming rate. This trend must be stopped, and even reversed, at all costs if we want to preserve this cultural resource.”

Welland County Roman Catholic Separate School Board,
French-language section

According to the historian Chad Gaffield, this same time period signalled the birth of the Franco-Ontarian identity.³ From 1885 to 1927, discrimination against education in the French language for Franco-Ontarians was actually being legislated, a measure that culminated in the notorious Regulation 17 of 1912, to this day an open wound in the heart of the community and a symbol of Franco-Ontarians’ fight for survival. (This regulation limited the teaching in French to Grades 1 and 2, forbidding it at any other level. In effect until 1927, Regulation 17 was not abolished until 1944.)

At the national level, the denominational rights of Catholic or Protestant minorities were recognized constitutionally in 1867, under section 93 of the Confederation Act of 1867 (the British North America Act), which were confirmed in section 29 of the Canadian Charter of Rights and Freedoms of 1982. However, it wasn’t until the 1960s that the linguistic rights of minorities – francophones outside Québec and anglophones in Québec – were gradually recognized, and until the 1980s that they were enshrined in the Constitution. One can see the progression from the recommendations of the Bilingualism and Biculturalism Commission to the Official Languages Act and the federally supported programs for linguistic minorities that followed it.

In Ontario, the creation of French-language elementary and secondary schools within public school boards was finally legislated in 1968. French-language high schools therefore have only a 25-year history in Ontario. However, as there was no funding for Catholic high schools, either anglophone or francophone, prior to 1986 and Bill 30, Catholic francophones often sent their children to public secondary schools. After Bill 30, most of these students and their

schools were transferred en bloc to the separate – that is, Catholic – school boards. The Ontario Ministry of Education set up minimal francophone structures at the provincial level with the establishment in 1972 of the Conseil supérieur des écoles de langue française, an advisory committee to the Minister on French-Language education. In 1980, this committee became the Conseil de l’éducation franco-ontarienne (CEFO), or the Council for Franco-Ontarian Education, and then Conseil de l’éducation et de la formation franco-ontariennes (CEFFO),⁴ or the Council for Franco-Ontarian Education and Training, in 1993.

In 1977, the Minister of Education also appointed an Assistant Deputy Minister to be an advisor on French-language education. Since 1991, this function has changed to more direct responsibility for issues in French-language education. In 1993, the position was broadened to include responsibility for other portfolios of interest to Ontario education in general, and therefore no longer officially designated as the Assistant Deputy Minister, French-language Education. Reluctant at first to accept this change that it perceived as a lessening of its status within the Ministry of Education and Training, the Franco-Ontarian community now sees that the positive result of this move is better representation of its interests.

Who are the Franco-Ontarians?

The Franco-Ontarian population is by far the largest thriving francophone minority group living outside Quebec and in all of Canada, followed by New Brunswick’s Acadian community, which is half as large. If one refers to the OECD definitions, it could be said that the Franco-Ontarian community is made up of an “established minority” (Ontario-born) and of “new minorities” (new Canadians whose mother tongue is French).⁵

According to Statistics Canada’s 1991 census data, which is confirmed in the latest study of the Association canadienne-française de l’Ontario (ACFO), the French-Canadian Association of Ontario, the Franco-Ontarian community can be described as follows:

The Franco-Ontarian community consists of 485,390 members whose mother tongue is the French language – that is, one Ontario out of 20. One quarter of Ontario’s northeastern population is Franco-Ontarian; in the east, 15 percent of residents are Franco-Ontari-



ans. The 102,695 Franco-Ontarians living in central Ontario make up only 1.6 percent of the region's population, and elsewhere in the province those whose mother tongue is French are few.⁶

By adding to those numbers some 36,000 persons who declare French and another language as mother tongues, and by taking into account all corrective factors, the study points to an adjusted total of 503,568 Franco-Ontarians.

We are therefore looking at half a million people spread out in communities that are more or less francophone (with younger populations), first in eastern Ontario (Ottawa, Cornwall, and Hawkesbury) and then in the northeastern regions (Sudbury, North Bay, Timmins, Hearst, Kapuskasing, Kirkland Lake, and New Liskeard); or scattered elsewhere, throughout the anglophone population, with all the problems this entails for the school system. Despite the concentration of Franco-Ontarians in two of the province's regions (according to the Office of Francophone Affairs' own regional divisions; the Ontario Ministry of Education and Training divides the province into six regions), they still do not, except in northeastern Ontario, form a critical mass in the socio-political sense, although they are getting closer.⁷ We also note the existence of a number of mixed marriages, a natural sociological factor when a minority finds itself scattered throughout an overwhelmingly anglophone society. This marriage of francophones to non-francophones invariably has a bearing on the language spoken in the home and contributes to some children's lack of knowledge of French when they begin kindergarten in francophone schools. This explains why for some 200,000 people within the Franco-Ontarian population, French is not the principal language spoken at home. The highest level of linguistic stability is currently found in both eastern and northeastern Ontario, which have the greatest concentrations of francophones in the province.

In matters of education, a majority of Franco-Ontarian parents, i.e., 82.5 percent, favour Catholic schools, a choice that generally doubles the problems of non-recognition of their rights.

The problems encountered by Catholics has been referred to earlier in this chapter.

Given the absence of French-language *secondary* schools in Ontario until the 1970s, an often-forgotten fact, it is not surprising to learn that many in the current generation of adult francophones are under-educated or even illiterate.

Indeed, numerous briefs submitted to the Commission convincingly illustrated the root causes of this phenomenon. "Nearly 18 percent of francophones have not reached Grade 9, whereas only 7.4 percent of anglophones have left school before Grade 9.⁸ Progress has been made, given that the percentage of francophones in this situation a few years ago stood at the 21.6 percent mark; however, the disparity between these two groups remains. "Under-education is one of the primary causes of illiteracy within the Franco-Ontarian community."⁹

The drop-out rate is higher among francophones than among anglophones, and this rate is thought to be higher yet in mixed secondary schools, where students of both languages are taught under one roof, and which often have anglophone principals, as opposed to homogeneous French-language high schools with francophone principals.

Young Franco-Ontarians, as a whole, also achieve lower scores on tests than their anglophone counterparts. In the 1993-94 provincial Grade 9 French-language reading and writing tests, only 66 percent of students achieved or exceeded provincial standards, compared with 89 percent of anglophones. In the national mathematics test administered in 1993 to students aged 13 to 16, following a decision by the Council of Ministers of Education, scores obtained by francophones compared favourably to those of anglophones with respect to material learned, but their scores were considerably lower than those of Anglophones in solving

“At our school, we only have three teachers to cover ten different levels (from kindergarten through to Grade 8) and teach all subjects, including physical education. For two consecutive school years (1990–91 and 1991–92), we were able to offer full-time kindergarten to five-year-olds, which makes a huge difference in the case of a French-language school located in an anglophone area. By attending school full-time, children enrich their vocabulary and can better prepare themselves for Grade 1. Since then, we haven’t been able to repeat the experience because we don’t have the ‘magic number’ which requires us to have at least eight children aged five.”

École Immaculée-Conception, Ignace

complex problems. (It is noteworthy that young Quebecers from the same age group achieved the highest scores in Canada in both respects). In 1992, the same trend was observed internationally in both science and mathematics tests (IAEP-2) administered to nine- and thirteen-year-old students: in sciences, thirteen-year-old Franco-Ontarians ranked 20 percent lower than Anglo-Ontarians, and in math, the nine-year-olds were at the very bottom of the international scale.

Francophone teenagers, when compared with anglophones, appear to have difficulty getting over the hurdle of Grade 11, but of those who do stay in school, the same percentage of francophones earn the Ontario Secondary School Diploma (OSSD) at the end of Grade 12 as anglophones. However, of those francophones that do complete Grade 12 or OAC, proportionately fewer of them, by at least half, go on to community college or university.¹⁰ According to researchers at the Centre de Recherches en Éducation du Nouvel-Ontario (CRENO), their participation at the secondary and post-secondary levels is linked to the availability of French-language programs.

Average individual earnings are 5 percent lower for Ontario’s francophones than for anglophones.¹¹ With a few

rare exceptions, the Franco-Ontarian community is noticeably absent in Ontario’s political or economic power structures, and under-represented at the management level of the Ontario public service.¹² However, as with the educational statistics, economic indicators reveal that young Franco-Ontarians compare favourably to young anglophones. Tomorrow’s generation appears to have a promising future, and this is undoubtedly linked to education.

New Canadians who speak French are also making an enriching contribution to the traditional Franco-Ontarian community. The ethno-cultural francophone community, a third of whom were born abroad, numbered 81,375 in the 1991 census, and all were of an ethnic origin other than French or British. At least 10,000 of them have settled in the province’s northeastern region, with some 30,000 living in eastern Ontario, and their greatest recorded concentration is in the Metro Toronto area.

Were Ontario not the most heavily populated anglophone province in Canada, French schools would constitute a major component of its school system. “It is equal in size to half or more of the provincial education system of four provinces (Alberta, Nova Scotia, New Brunswick and Saskatchewan) and is larger than that of Prince Edward Island.”¹³ Within the Ontario French-language education system, students currently attending the 398 Francophone schools and the 37 mixed schools number 100,000.

The collective voice of Franco-Ontarian youth was heard throughout our public meetings thanks to their provincial association, the Fédération des élèves du secondaire franco-ontarienne (FESFO), which represents some 25,000 students from the province’s 71 French or mixed high schools and had undertaken to conduct a survey with some 8,650 students across Ontario. The Association des enseignantes et des enseignants franco-ontariens (AEFO), the Franco-Ontarian Teachers’ Association, and its local chapters, which represent 7,000 teaching professionals in Ontario, also submitted briefs.

The way that the francophone student population is divided into French-language instructional units differs from the division of the anglophone student population, with proportionally more francophone children in elementary schools (72 percent as opposed to 65 percent in anglophone elementary schools), but a number of factors could account for this situation.

Their constitutional rights

It is by way of *denominational* and not linguistic distinctions that the Fathers of Confederation decided in 1867 to protect Canada's minorities through constitutional rights, thus imposing on the provinces the obligation to provide education for Protestants and education for Catholics. The constitutional and linguistic rights of the francophone minority outside Quebec and of the anglophone minority in Quebec are still relatively recent. They are also very clear. These rights are firmly entrenched in section 23 of the Canadian Charter of Rights and Freedoms, which reads as follows:

Language of instruction

23(1) Citizens of Canada:

(a) whose first language learned and still understood is that of the English or French linguistic minority population of the province in which they reside, or

(b) who have received their primary school instruction in Canada in English or French and reside in a province where the language in which they received that instruction is the language of the English or French linguistic minority population of the province,

have the right to have their children receive primary and secondary school instruction in that language in that province.

23(2) Citizens of Canada of whom any child has received or is receiving primary or secondary school instruction in English or French in Canada, have the right to have all their children receive primary and secondary school instruction in the same language.

According to this definition and based on the 1991 census, the Fédération des associations de parents francophones de l'Ontario, a provincial federation of francophone parent associations, estimates that 163,695 Ontario children between the ages of 5 and 17, compared with the 100,000 registered for French classes, are the children of "rightholders," and thus constitutionally entitled to receive an education in French, under section 23 of the Charter.¹⁴

In subsection 23(3), which can be found in the endnotes of this text,¹⁵ the Charter limits these rights by the principle of "where numbers warrant." In Ontario, the provincial government eliminated this clause from its legislation. Under the Education Act (1990), which deals with French-language instruction in sections 288–308, the education

rights of Franco-Ontarians go further than elsewhere. These rights read as follows:

288 The following definitions apply to this section . . .

"French-speaking person" means a child of a person who has the right, under subsections 23(1) or (2), without regard to subsection 23(3), of the Canadian Charter of Rights and Freedoms, to have him or her receive their primary and secondary school instruction in the French language in Ontario; ("francophone")

"French-language instructional unit" means a class, group of classes or school in which French is the language of instruction, but does not include a class, group of classes or school created under clause 8 (1) (y) (French-language instruction for English-speaking pupils);

289(1) Every French-speaking person who is qualified under this Act to be a resident pupil of a board has the right to receive elementary school instruction in a French-language instructional unit operated or provided by the board.

Subsection 291(1) extends the same right to secondary education.

On the other hand, access to education in French for ethno-cultural francophones is not entrenched in constitutional documents, as the Charter provisions are based on the citizenship of the parents, and then on whether they fall into one of the three categories described in section 23. Consequently, this right is not automatically conferred. A number of immigrants or refugees who settle in Ontario know French, either as a mother tongue or as a second language, and want their children to maintain this tradition. In this case, subject to parental choice and local availability, the Education Act (1990) applies, providing a procedure where-

“Although the Supreme Court of Canada (Mahé case) has ruled that francophone minorities outside Quebec have the right to manage education, and notwithstanding the publication of the Cousineau Report, the Ontario government does not always respect this right in most regions of Ontario.”

Niagara South Board of Education,
French-language section

by parents submit a request to the French-language admission committee of the appropriate school board. Made up of a school superintendent, principal, and teacher, this body decides whether to grant admission in accordance with the board's own set of established criteria, which may include the newcomer's knowledge of French or the parents' attitude with respect to the mandate of Franco-Ontarian education. Not surprisingly, ethno-cultural francophones feel insecure and often frustrated by their status in the Franco-Ontarian school system. “We are not tenants!” they stated during our video-forum.¹⁶ The lack of information about the rules of the game and the apparently arbitrary nature of decisions pertaining to the admission of their children could, in our view, easily be remedied.

Recommendation 119

**We recommend, with reference to the admission of non-rightholders to French-language schools, that:*

- a) the Minister of Education and Training give the CEFFO a mandate in consultation with school boards, to propose and ensure the adoption of uniform criteria for the admission of “non-rightholders” or their children;*
- b) the Ministry of Education and Training require school boards to assume responsibility for making information about these criteria available to the relevant communities, particularly ethno-cultural communities;*
- c) the composition of committees to admit non-rightholders or their children include one or more Franco-Ontarian parents and one or more parents from ethno-cultural communities.*

Briefs submitted to our Commission provided, for our benefit, lengthy analyses of the limits and delays in implementing the Charter over the course of more than a decade. The following excerpt from a Sudbury presentation summarizes succinctly the current situation:

Most francophone minority groups outside Quebec have had to resort to the courts to force their provincial governments to comply with the spirit and the letter of section 23 of the Canadian Charter of Rights and Freedoms, which guarantees their right to manage their schools. The Acadians of New Brunswick and Quebec's anglophone minority were the only exceptions to this rule. Although the Charter has existed for more than a decade, Ontario is only just beginning to timidly address the problem of autonomous French-language school boards and of community colleges.¹⁷

It is therefore understandable that in their briefs to the Commission, francophones often felt compelled to refer in great detail to historic judgments confirming the educational rights of the French-language minorities outside Québec. They referred especially to the Supreme Court's two unanimous decisions, in the case of Mahé (Alberta) in April 1990 and in the case of *Franco-Manitoban parents v. the Public Schools Act* in March 1993, in which the Supreme Court explicitly upheld their educational rights as set out in section 23 of the Charter.

The recognition of constitutional rights

What exactly is the problem in Ontario today? The *Report of the French-language Education Governance Advisory Group*, also known as the Cousineau report, and often referred to in presentations to the Commission, details Franco-Ontarians' constitutional educational rights as follows:

These rights ... include:

- a) The right to a quality education in the French language equivalent to that provided in the English language;
- b) The right to educational facilities;
- c) The right to public funds to support French-language education programs, services and facilities;
- d) The right to manage and control such programs, services and facilities.¹⁸

While representatives of the Franco-Ontarian and ethno-cultural francophone communities also addressed the first

three rights in their presentations, the fourth one, i.e., “governance by and for francophones,” was unequivocally the subject of pressing recommendations throughout the province. Indeed, it was identified as the most crucial step in the recognition of the education right of the francophone minority.

In Ontario, school boards currently number about 170, 70 of which share the responsibility for the existing 435 “French-language instructional units” (FLIU), a term used by the Ministry of Education and Training to describe the province’s French-language schools or classes, both small and large units. Four of these school boards are *designated* as French-language boards; they are located in Toronto (1), Ottawa-Carleton (2) and Prescott-Russell (1) and they are responsible for 110 French-language instructional units (made up of both classes and schools). One of the Ottawa-Carleton boards and the one in Prescott-Russell are Roman Catholic Separate school boards. The Prescott-Russell board was created in 1992, the other three in 1989. Their creation was made possible through the adoption of Bill 75 (1986), which amended the Education Act to affirm Franco-Ontarians’ right to govern their own schools, and to Bill 109 (1988), the Ottawa-Carleton French-Language School Board Act.

Out of the other 66 boards responsible for French-language instructional units, 10 are practically French-language school boards, and are responsible for 155 such units. (One of these boards has neither an English-language school nor an English-language trustee.) Among these we find four small isolated school boards that manage one French-language school each, and, although they are not designated as such, these boards are for all practical purposes French-language boards. Three other small and isolated boards have mixed schools. However, 163 French-language instructional units are still being managed by 49 English language boards that include a francophone section made up of three trustees who sit on an 18- to 22-member board.

In addition to the 70 school boards operating FLIUs, nine other English-language school boards have no French-language instructional units, but they purchase French-language education from other boards. This formula applies in areas with fewer than 300 French-language students. It is up to these small francophone advisory committees working in entirely English-language boards to look after the French-

“In southern Ontario, there are still seven French-Language Advisory Committees in existence that are allowed to intervene solely in an advisory capacity in public education matters pertaining to francophone children and that have no real political clout.”

Excerpt of the brief submitted by Metro Toronto’s French-language Public School Board:
le Conseil des écoles françaises de la communauté urbaine de Toronto (CEFCUT)

language education needs of these communities. These committees, called FLACs (French-Language Advisory Committees), were heavily criticized before the Commission and were accused of being tools of assimilation.¹⁹ These “administrative variations on the same theme” make it more difficult to deal with the reality of the governance and management of French-language education with its hybrid and multiple forms.

The needs of francophone students and teachers could conceivably be understood by the anglophone administrative and political powers to the extent that these needs are perfectly identical to those of anglophone students and teachers. However, it would be naive or insensitive to believe that a majority could possibly be capable of putting itself in the minority’s shoes to really understand from within the specific issues and challenges related to being a minority, to find ways of solving them, and to place the minority’s interests ahead of its own. The probability of achieving such an ideal state of true understanding is further weakened by the complexity of issues such as the challenges born out of “the dilemma of bilingualism and socio-cultural identity,”²⁰ the need to revitalize the spoken and written language, cultural isolation, inter-community marriages, and the absence of a critical mass of francophones.

Furthermore, the majority group is not likely to analyze its own rules and procedures in order to find out how often they are structurally biased against the minority, whose interests are either arbitrarily swept aside or relegated to the lowest priority, either because of its small numbers or for some other “valid” reason. It is not surprising therefore that Franco-Ontarians insisted so strongly, in all their presentations to the Commission, on governance “by and for fran-

“EQUITABLE taxation and educational funding are closely linked to the issue of the management of a comprehensive education system for the Franco-Ontarian community. Without tax fairness, the Franco-Ontarian minority’s exercise of its constitutional right to manage education becomes illusory.”

Lincoln Cnty Catholic School Board,
French-language section



cophones,” defining it as “their full right to make all decisions relating to education without being subject to ratification by the anglophone majority.”²¹

The Commission also made passing note of the observations shared by the provincial auditor of Ontario in his 1993 annual report concerning the shortcomings of French-language education and of the criticism aimed at the Ministry. The following is an excerpt:

Ministry reviews suggest that the quality of French-language education in Ontario may on average not be equivalent to that provided to English schools. The main difficulty is in trying to provide quality curriculum, teachers and facilities to a small, widely dispersed population in a cost-effective manner. One impediment is that the distribution of students entitled to receive French-language education does not frequently coincide with the boundaries of the Ministry’s regional offices and the school boards.²²

On this point, the provincial auditor concludes by underscoring the necessity for the Ministry of Education and Training to redefine the boundaries of its regional offices to meet Ontario’s French-language education needs. In addition, he sharply criticizes the Ministry for the inadequate production of French-language learning materials, especially for the specialization years.

Francophone presenters were quite clear in noting that if on the one hand school governance is indeed a constitutional right, governance is not an end in itself. “Governance is a means of attaining a goal, that of providing a community with a system that favours empowerment and allows it to thrive.”²³ Consequently, presentations and briefs sought not only to reaffirm the fundamental principle of governance

“by and for francophones,” but also to underscore the fact that a number of governance models are worthy of consideration, without necessarily offering the symmetry usually favoured by the bureaucracy.

With respect to governance models, the broad consultation on governance of French-language education carried out in 1991 by the French-language Education Governance Advisory Group cannot be ignored. Our Commission noted the general support expressed by the spokesperson of the francophone community during our public hearings, for the basic principles contained in its report (the Cousineau report) and their impatience in the face of government inaction. (The Cousineau report has yet to be implemented, and more than three years later, the government is said to be waiting for this Commission’s findings before taking further action.)

The Cousineau report presented 57 recommendations relating to governance, supporting both the creation of new management structures and their implementation, as well as the establishment of conflict-resolution mechanisms. After stating that it was up to local communities to determine the fate of existing French-language sections, the report then went on to suggest the establishment of school boards at local, district, or regional levels, based on electoral representation in geographic areas defined differently from the current ones. More specifically, the report proposes the following as models for school governance:

- a) the possibility of establishing up to *two regional French-language school boards*, one Roman Catholic separate and the other public, in each of the six administrative regions of the Ministry of Education and Training, with appropriate funding and complete authority;
- b) the possibility of creating, within each of the Ministry regions, *French-language area school boards* each having, among other criteria, a resident day school population of 1,500 or more, all of the geographic area served by the participating school boards, and the capacity to offer French-language education from kindergarten through to the end of secondary school;
- c) the possibility of creating, within the Ministry regions, *local French-language school boards* each having, among other criteria, a resident day school population of 1,500 or more (subject to some adjustment in sparsely populated

areas or other special circumstances), the same geographical boundaries as the existing school board from which it originates, and the capacity to offer French-language education from kindergarten through to the end of secondary school.

The report also recommends that French-language school trustees must submit, for Ministry approval, a detailed plan including an analysis of the impact of the proposed changes on their English-language counterparts.

It is true that reverse situations, i.e., English school boards that are too small, could result from the recommendations of the Cousineau report, or from any other chosen model of French-language governance. The government will therefore have to ensure that the governance model chosen by a given community does not result in a critical deterioration of the local English-language board (or of the future district or regional French-language school board) that such a community might be part of. Administrative creativity and flexibility will be required. For English boards in this situation, consideration may have to be given to grouping or consolidating, while respecting the interests of the local communities, even if this should lead to the implementation of different structures that do not yet exist in the Ontario education system, or to a particular asymmetrical situation similar to what would apply to French-language education.

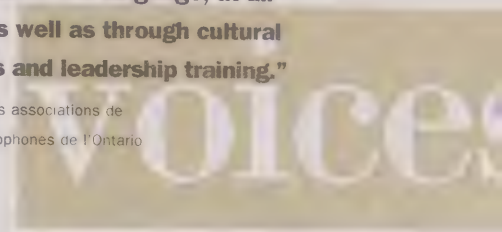
We also recognize that at first glance some may fear the proliferation of French-language school boards of various natures, which would not lead to desirable economies of scale. However, this fear is dispelled by a more in-depth analysis because present-day economic pressures are already pushing school boards (and all other funded institutions like hospitals, universities, municipalities) to develop consortia and other co-operative management ventures.²⁴

A number of francophone groups, both formally and informally, have since developed their own innovative school governance models. For instance, Ontario's two French-language School Board Associations (AFCSO – public boards – and AFOCEC – Catholic boards) together reviewed the governance issue and developed a number of governance models, all of which are on record. A group of francophone directors of education have drafted a document that describes such a model.²⁵

The stakes are very high and the problem can no longer be put off; that can never be emphasized enough. The

“Because of the minority status of Ontario’s francophone community, the levels of proficiency in French are very disparate. One essential way for francophone students to achieve excellence is through recovery, actualization and perfection of the language, at all levels, as well as through cultural activities and leadership training.”

Fédération des associations de
parents francophones de l'Ontario



solutions do exist and models have been designed. There is therefore no need to reinvent the wheel; the time has come for action. As our Commission had neither the mandate nor the resources to tackle this challenge, the responsibility lies with the government and compels it to ensure that the proposed/chosen model respects the rights of Franco-Ontarians and meets their expectations.

We have discussed Franco-Ontarians' constitutional rights and the existing disparity between these rights and today's educational reality. We could build a case on the issue of equity, as this is also a matter of basic equity. In light of this, and conscious of both the relative size of the francophone population and its geographic dispersement except in two regions, we put forth the following recommendations, whose synergy and impetus are essential to assure the continued vigor of the Franco-Ontarian community.

Recommendation 120

**We recommend that the Ontario Ministry of Education and Training give the Conseil de l'éducation et de la formation franco-ontariennes (CEFFO) the mandate to recommend to the Ministry, as soon as possible and on the basis of existing documents, school governance model(s) by and for francophones, encompassing education from pre-school to the end of secondary school without, however, seeking to define structures that are administratively symmetrical to those of the English-language system; and that the government, through the Ontario Ministry of Education and Training, approve and diligently implement the recommendations submitted by the CEFFO with respect to school governance by and for francophones.*

“The absence of an animateur culturel (a cultural animator) in all Franco-Ontarian high schools deprives students of one of their fundamental rights – the right to experience their culture to the fullest. Of course we all have the right to live whatever experiences we choose, but without the proper environment and stimulus, this becomes impossible.”

Fédération des élèves du secondaire franco-ontarien
(FESFO)

Needless to say, having full governance without the appropriate resources currently being provided to the majority only represents yet another frustration, or one more injustice. The Ontario education funding system is not equitable, and as a result, Franco-Ontarians generally suffer in a number of ways – as francophones, as Catholics, as residents of remote and isolated regions where their numbers are proportionately higher, and as residents of communities with limited property tax revenue. The stakes are quite high for the Franco-Ontarian community, and this subject is dealt with in more depth in Chapter 18.

The future of a community

Beyond the family structure, school is an ideal milieu for the transmission of language and culture. Of course there are other agents that play a greater or lesser role, not the least of which are television, radio, and popular culture. Without a linguistic and cultural identity, a people in a minority situation languishes and slowly dies, swallowed up by the dominant culture. Earlier in this chapter, we underscored the high assimilation rate of the Franco-Ontarian community. In concrete terms, this means that francophone students often find themselves speaking English among themselves, in the hallways and at recess, because of the overwhelming appeal of the North-American anglophone youth sub-culture and its products. Even more troubling: many students in Ontario's French-language schools are unable to speak a word of French. As we have noted, some rightholders may not use the language at home.

We share the point of view of some researchers “that the assimilation of young people depends heavily on level of

concentration of the francophone population.”²⁶ Without significant geographic concentrations or, better yet, the added protection of a Franco-Ontarian critical mass, it is the schools that become the preferred rallying points for the communities. In their briefs, francophones constantly referred to the Franco-Ontarian school as having both a pedagogical mission *and* a community mission.

When francophones spoke to us of the necessity and the urgency for *animation culturelle* in schools, we were at first somewhat perplexed and not quite sure what it was all about, because this was obviously not an educational component of conventional schools. This concept, which was new to us, seemed akin to another often-cited and almost as mysterious a concept called *projet éducatif*. At the conclusion of our public meetings, the concept became clear. (Both concepts became clear!) In discussing the matter and further reflecting on it, we came to agree with the recent findings of a commission on young French-Canadians. In its report, this commission concluded that “we must create environments where life in French is possible.”²⁷

Contrary to what is often believed, the Commission believes that assimilation is not primarily a linguistic issue. Rather, it is a question of culture. Those who wish to maintain a language must also support the culture that makes it useful.

Therefore, it seems to us that Ontario's French-language schools must be able to play a pivotal role in “life in French” for young francophones from pre-school to the end of secondary school, as recognized in the preamble of the French-Language Services Act (1986): “... the Legislative Assembly recognizes the contribution of the cultural heritage of the French speaking population and wishes to preserve it for future generations ...”

The ties between language and culture have also been defined in the Supreme Court decision in the Mahé case. Chief Justice Brian Dickson describes it this way:

My reference to cultures is significant: it is based on the fact that any broad guarantee of language rights, especially in the context of education, cannot be separated from a concern for the culture associated with the language. Language is more than a mere means of communication, it is part and parcel of the identity and culture of the people speaking it. It is the means by which individuals understand themselves and the world around them.²⁸

He also quotes from another decision:

Language is not merely a means or medium of expression; it colours the content and meaning of expression. It is, as the preamble of the Charter of the French Language itself indicates, a means by which a people may express its cultural identity.²⁹

With regard to schools he states,

... it is worth noting that minority schools themselves provide community centres where the promotion and preservation of minority language culture can occur; they provide needed locations where the minority community can meet and facilities which they can use to express their culture.³⁰

These texts could not have better expressed what Franco-Ontarians advocate in terms of French-language education.

Like so many others, including the writers of the Cousineau report, the Association française des conseils scolaires de l'Ontario (AFCSO), a provincial association of French-language school boards, also embraced the following definition of culture, adopted by UNESCO in 1982. It is a definition we also adopt:

In its largest sense, one can say that culture is the whole of spiritual, material, intellectual and emotional characteristics that makes any society or social group distinct. These include not only the arts, but also ways of living, fundamental rights of the human being, value systems, traditions and beliefs.³¹

We underscore here the work of the Centre franco-ontarien de ressources pédagogiques, the living embodiment of the relationships between language and culture within the education world.

To return to the concept of *animation culturelle* advocated in so many briefs, we were pleased to learn of the *Guide d'intervention aux paliers élémentaires et secondaires: Investir dans l'animation culturelle* (1994), a guide for the implementation of cultural "animation" at the elementary and secondary levels. Published by the Ministry of Education and Training, this document is currently being reviewed in the Franco-Ontarian schools. It seems clear to us that while this concept may include a pedagogical component, its roots are nevertheless embedded in the community and consequently require resources. It is equally clear that the new partnerships with society that we see as one of the key strategies in reforming the Ontario education system (see

“We ... firmly believe in the importance of ‘animation culturelle’ in our school ... Franco-phones in Ontario are an endangered species, owing to assimilation. ‘Animation culturelle’ enables us to experience our culture and express ourselves in French. ‘Animation culturelle’ can therefore promote the French-speaking community among Ontario’s youth.”

The students of École secondaire Algonquin, North Bay.

Chapter 14), as well as the community school advocated by leaders of the Franco-Ontarian community, can converge, depending on local choices.

Ontario's French-language schools must not only nourish, correct, enrich, and transmit the language but also its cultural foundations. They must do this within a delicate balance, in classes that include natives of the province as well as ethno-cultural francophone immigrant children, who also need to embrace their own distinctive identities before embracing the culture of their new milieu.

During the video-forum, a teacher spoke of her difficulty in suddenly finding herself in a minority situation on her own turf, in a class of newcomers, and accepting the cultural differences. Parents, on the other hand, shared their anxiety about the culture shock and the two sets of values – the family's, and the schools' – which often send contradictory messages to their children. In only one year, 1989–90, the percentage of the Franco-Ontarian students in the population in one of Ottawa's large French-language high schools dropped from 80 to 30 percent.

The impatience and frustration experienced by newly arrived francophones is quite certainly legitimate, but the resistance to change or the slow pace of it among certain elements of the Franco-Ontarian community are also understandable in the provincial educational context. As a Commission, we do not have any qualms about the future; the briefs from key groups involved in French-language education all underscored the importance of opening up to ethno-cultural francophone communities. We endorse the recent policy document of the Ministry of Education and Training, *Vers une nouvelle optique* (1993), (the equivalent

“The school must create an all-encompassing cultural environment that enables students to immerse themselves in and identify with their own culture. Our mission, then, cannot be confined to the language. It must also extend to the culture that characterizes us as a people. Hence the importance of students feeling accepted and good about themselves, so that they can experience community life at school. The school should therefore become a community-based educational centre where interaction between school and community takes place.”

École communautaire Horizon-Jeunesse, Cornwall

document for English-language schools is *Changing Perspectives*, released in the same year), and most especially the *Guide pour l'élaboration d'une politique d'aménagement linguistique pour les écoles franco-ontariennes* (1994), a guideline for developing language policies in Ontario's French-language schools.

The other danger that threatens classes in French schools, just as it does in English schools, is the ghettoization by ethnic origin and the division into closed groups that ignore or are opposed to one another. Franco-Ontarian schools are therefore advancing with the twin challenge of having to develop both their own future and an educational direction that integrates pluralism and heterogeneity.

We will not repeat here a discussion of the education problems that ethno-cultural francophones share with other newcomers to Ontario: the assessment and placement of their children, parental participation, the equity of services offered, and the necessity of a culturally inclusive curriculum and resources. Besides these problems, the Association interculturelle franco-ontarienne (AIFO), a Franco-Ontarian intercultural association, also points out in its brief the improvements required in the recruitment, training, and professional development of instructional staff. This subject is dear to us. We are sensitive to these issues and address them in appropriate sections of this report.

We will also not revisit the requests for education equal in quality to that of the province's anglophone majority, or other general issues that parallel those found in the various briefs submitted to us. A number of requests made by Franco-Ontarians overlap, for various reasons, the request of other presenters throughout the province – for example, the importance of early childhood education, or of a real partnership between the school community and social, cultural, and other community services.

Based on the collective responsibility of Ontario society toward its francophone minority community, and to ensure that its rights are truly protected and exercised to the fullest, we add to our previous recommendations the following three points.

Recommendations 121, 122

**We recommend that funding by the Ministry of Education and Training automatically include among its calculation of grants and weighting factors, for all French-language instructional units, the budgetary supplements required to allow these units to offer, according to the needs identified by the community:*

- a) accelerated language retrieval programs (designed for recovery, actualization and skill and development); and*
- b) the necessary animation culturelle in classes and schools.*

**We recommend that for the early childhood education programs (children age 3 to 5), one of our key recommendations in Chapter 7, the provincial government give priority funding to French-language instructional units over every other school.*

This section devoted to the issue of full recognition of Franco-Ontarians' education rights has sought to highlight two fundamental points in our report: without governance for and by francophones, the Franco-Ontarian community is held back in its development and growth. It is further disadvantaged by inequitable access to funding and other resources. We also want to re-emphasize the urgency of exercising basic justice toward a minority community whose survival is essential to us all.

Aboriginal peoples

Currently, the federal government has responsibility for the education of aboriginal students living on reserves. However, a significant portion of the delivery of this education, especially at the secondary level, actually takes place in schools operated by provincial school boards, through purchase-of-service agreements between Native education authorities, bands, or councils of bands and various school boards. Even when education takes place on the reserve, in schools operated by the bands themselves, the provincial curriculum is followed.

When aboriginal people move off the reserves, their education comes under provincial jurisdiction through the local school board; therefore, whether aboriginal people live on or off a reserve, they have a considerable stake in provincial education policy.

Our recommendations here focus on aboriginal issues in relation to federal-provincial co-operation, programs, decision-making, and aboriginal languages.

Who are the aboriginal peoples of Ontario?

Like the rest of Ontario's population, the aboriginal people in this province are not a single, homogeneous group; there are 13 distinct Native languages spoken in the province, although some by only a handful of people.

The total number of aboriginal people in Ontario, approximately 244,000 according to the 1991 census, is approximately 2.4 percent of the province's population.³² About 88 percent of the total are North American Indian; 9 percent are Métis; 1 percent are Inuit; and 2 percent are of other multiple origins.

Ontario's aboriginal population is the largest of any Canadian province. At the same time, it should be noted that the proportion of children and youth in the aboriginal population is higher than in the general population of Ontario or of Canada; this has important implications for the future.

According to the Ministry's 1993 September report statistics, there were almost 3,000 Native elementary students in the province's schools, under tuition agreements with the Government of Canada or with Native education authorities; 3,029 Native students receive their secondary education under similar arrangements. This is a decline of almost 500 students since 1992 and reflects the increase in the number of secondary students continuing their secondary education

in the 21 private secondary schools registered with the Ministry and controlled by Native education authorities.

Almost 6,000 students were enrolled in programs that teach Native languages as a second language, either in schools under provincial jurisdiction or in inspected private (secondary) schools. Another 866 students were enrolled in these language programs in continuing education provided by schools boards – more than twice the number enrolled in such programs the previous year.

History of Native education

The aboriginal peoples had their own system of education long before the first European arrived. Aboriginal education was practical, begun almost at birth and continued throughout life, and it emphasized the transmitting of traditions and values.

From the time Europeans first began to play a major role in education here, aboriginal children followed European systems and concepts of education; schooling was in either French or English, although there was some instruction in Native languages. After Confederation, the British North America Act, 1867 (now the Constitution Act, 1867) gave the federal government jurisdiction over "Indians and lands reserved for Indians." The federal government initially carried out its responsibility for aboriginal education mainly through residential schools.

Residential schools

Most of these schools were operated by the churches, with financial support from the government. Schools were located in or near reserves with sufficient aboriginal populations, or in central locations for students from remote and small First

total segregation, many aboriginal people saw it as another way of denying the worth of their people and their cultures.

Self-government

In 1972, Native leadership published a response to the White Paper, titled “Indian Control of Indian Education.” In it they outlined two goals for the education of aboriginal children: to reinforce their aboriginal identity, and to provide them with the education and training necessary to earn a good living in modern society.

They felt that to make this happen, parental responsibility and local control of education would be essential. Within two months, the federal government accepted the paper as the basis for its new policy on aboriginal education, and it embarked on a process of turning over control of education to the First Nations’ education authorities. This has not always gone smoothly, and in many places it has been much slower than the aboriginal community might have wished.

In the mid-1980s, recognizing that there were serious problems, the federal government funded a study conducted by aboriginal people under the leadership of the Assembly of First Nations. The result was a four-volume report, *Tradition and Education: Towards a Vision of Our Future*, which was published in 1988, and, at the request of the federal government, reviewed by James MacPherson, dean of Osgoode Hall Law School. MacPherson not only reviewed the most recent report, he also looked at some earlier events, and he identified a number of causes for the slow implementation of the 1972 federal initiative:

- 1) There is no definition of, or agreement about, the notion of “control”;
- 2) Indian control so far has often meant nothing more than Indian management (or worse, mere participation in management) of federal programs and policies;
- 3) Greater Indian control of education will not lead to better education for Indian children if no provision is made for enhanced support systems and more funding to facilitate the transition;
- 4) Greater Indian control of education will not achieve the goal of reinforcing the Indian identity of Indian children if Indian-controlled schools simply mirror the curriculum, programs and policies of provincial schools because of a lack of support and funding necessary for promoting the programs which would encourage Indian distinctiveness;

Nations communities. As a matter of conscious government policy, these residential schools were completely segregated from regular schools and from the aboriginal communities, if not physically, then culturally and emotionally. Some continued to operate well into the 1960s.

A number of aboriginal people who made presentations to the Commission spoke of painful experiences and the influence the residential schools have had on their lives and on the lives of their parents. They talked about a particularly far-reaching impact of the residential school – the way it destroyed the relationship between parents and children and denied aboriginal culture and language.

Integration

In about 1950, the federal government, responding to widespread criticism from aboriginal people, made a major policy shift away from segregation toward a policy of integration of aboriginal children into the regular provincial school systems. By 1970, more than half of Canada’s aboriginal children attended provincial and territorial schools, and by 1979 that had risen to two-thirds.

Even as that was happening, however, another tendency emerged. In 1969, at the height of the integration initiative, the federal government produced a White Paper proposing that Indian education be completely integrated into the provincial and territorial systems. The reaction of aboriginal people was vehemently negative. They did not see total integration as a desirable goal for educating their children and could not fathom how the specific needs of aboriginal students could possibly be met in an integrated provincial system. This Commission was told that while integration might have been an improvement over the previous policy of

5) Experience has shown that equating Indian control with local control is not appropriate in all facets of Indian education.³³

While *Tradition and Education* clearly builds on the 1972 paper “Indian Control of Indian Education,” prepared by the National Indian Brotherhood, there are some very important differences. First, while the major principle of the 1972 paper is “control,” in *Tradition and Education* the emphasis is on “self-government.” In the words of the paper:

Children are the most precious resource of the First Nations. They are the link to the past generations, the enjoyment of the present generations, and the hope for the future. First Nations intend to prepare their children to carry on their cultures and government. Because education shapes the minds and values of First Nations’ young people, it is vitally important that First Nations governments have jurisdiction over the education programs which have such a lasting impact.³⁴

“Jurisdiction” goes well beyond “control.” In subsequent pages, *Tradition and Education* defines “jurisdiction” as “the rights of each sovereign First Nation to exercise its authority, develop its policies, laws, and control financial and other resources for the education of its citizens.”³⁵

The words “each sovereign nation” clearly indicate that the authors of the report do not see education to be governed by one central national policy for all First Nations. Rather, self-government is to be local and community based, an important concept for understanding the work that has taken place in Ontario in recent years.

The report also calls for the federal government to recognize the “inherent” aboriginal right to self-government in the Canadian Constitution. This view of inherent right is based on the fact that First Nations were self-governing nations long before Canada came into being as a nation.

The Province of Ontario publicly recognized this right several years ago, and in January 1994 the federal government announced it was prepared to act on its commitment to respect the inherent right of self-government.

Declaration of political intent (DPI)

Ontario arrived at the recognition of the right of self-government in two stages. In December 1985, the Province of Ontario, certain Political Territorial Organizations (PTOs) of First Nations, and the Government of Canada signed a Declaration of Political Intent to establish a forum for

tripartite negotiations to resolve issues relating to First Nations’ self-government in Ontario. A committee for education was set up and discussions began on aboriginal jurisdiction over education on reserves or Crown lands.

Early discussions identified a number of important areas. As a result, working groups were set up to develop handbooks to assist First Nations and school boards in negotiating tuition agreements (these are purchase-of-service agreements previously negotiated by the federal government on behalf of the First Nations) to deal with the issue of Native representation on school boards and to develop First Nations education legislation.

Currently, Ontario is trying to focus negotiations so that self-government agreements can be in place by March 1996. In addition, the province agreed to include discussions on aboriginal jurisdiction in post-secondary education in the Declaration of Political Intent process, and said that when self-government agreements are finalized, it will consider including early childhood education in the negotiations.

Over time, the declaration process funded seven pilot projects that support different aspects of self-government. As James MacPherson said, one major problem with Native education was the lack of support services available for curriculum development, teacher professional development, counselling, and other support services for students in on-reserve schools; therefore, several of the projects focus on those areas.

Another project is the development of a local community-based First Nations Education Act, and still another is seeking to promote understanding of and a model for the self-government of education in the territory of the Nishnawbe-

“Child care is an important issue for our First Nations, for child care provides formalized learning and socialization opportunities and is an important basis for learning a language. In our case, language loss occurs amongst the very young. This can be prevented through properly managed First Nations child-care programs which are connected with elementary programs.”

Independent First Nations' Alliance

VOICES

Aski Nation, which consists of many First Nations mostly scattered in isolated communities throughout northern Ontario. The intent is that these projects should result in the development of a number of practical models for achieving and supporting self-government in education by aboriginal people in ways appropriate to their particular areas and needs.

Statement of political relationship (SPR)

The second step in recognizing First Nations' rights to self-government was taken on 6 August 1991, when the Government of Ontario and representatives of First Nations of Ontario signed the Statement of Political Relationship. In it, Ontario explicitly recognized the First Nations' "inherent" right to self-government within the constitutional framework of Canada and pledged to promote the exercise and implementation of this inherent right in Ontario. The fourth clause is particularly important to education; it says that nothing in the Statement of Political Relationship "shall be construed as determining Ontario's jurisdiction or as diminishing Canada's responsibilities towards First Nations."

What we heard

We made a special effort to hear from Native people themselves. We established an Aboriginal Working Group with representatives of First Nations and Native service organizations; it met several times over the life of the Commission to help us clarify key issues and offer suggestions for solutions. Native organizations and individuals made formal written or oral submissions in such places as Thunder Bay, Kenora, Sioux Lookout, Sault Ste. Marie, Sudbury, Timmins,

Moosonee, Moose Factory Island, London, Windsor, and Toronto.

In Sioux Lookout, we visited a secondary school and the Wahsa Distance Education centre, both operated by the Northern Nishnawbe Education Council. We held hearings in a number of schools that had a substantial number of Native students under tuition agreements; we visited the Walpole Island Reserve and made a special trip to Moosonee and Moose Factory Island to visit the schools, which have very high percentages of Native students.

Given the diversity of Ontario's aboriginal peoples, there was not always agreement on all issues, but there were a number of key concerns in common. We learned that like the Franco-Ontarian community, First Nations are very worried about the survival of their cultures and languages. They also feel that appropriately recognizing and teaching their languages and culture will help their children develop a better sense of identity and enable them to participate more productively in their own and in the broader Canadian society.

A sense of urgency and even desperation pervaded many requests for help in rescuing languages and cultures before it is too late.

Cultural values and traditions

Aboriginal people also point out that recognition and teaching of the culture and contribution of aboriginal people should not be limited to aboriginal students and teachers: all students and teachers must be more knowledgeable about and sensitive to Native culture and history. Not only will this help all schools become more hospitable places for aboriginal students, but it will ensure also that Ontario society as a whole has a better understanding of aboriginal peoples.

Native people feel that as long as we teach and believe that Canadian history began with the arrival of the first Europeans on its shores, and that the aboriginal people living here had no languages, cultures, or traditions worth preserving, neither Native nor non-Native students will respect aboriginal people as important members of their own nations or of Canadian society.

Aboriginal parents and educators also feel that their students will be more successful if teaching and evaluation methods used in schools are more sensitive to their cultures and learning styles. They are concerned that aboriginal

students are being suspended and expelled out of all proportion to their numbers. They feel that teachers and other students do not understand the problems and expectations of Native students. They also worry about outright racism that sometimes reveals itself in a school's lack of willingness to work with aboriginal students and help them gain dignity and a more positive sense of themselves.

Support for students

Representatives of the First Nations communities are convinced of the value of education for their children, but schools by and large are still not comfortable places for aboriginal students; their drop-out rate is extremely high, especially in northern Ontario. Many find it difficult to make the transition to off-reserve schools, especially when, at age 14 or 15, they have to move hundreds of kilometres away from their communities to board with people who are usually strangers. There were many requests for more counselling and support services for Native students.

It was suggested that more student residences such as those at Pelican Falls Centre, the First Nation-operated secondary school outside Sioux Lookout, would help. Aboriginal students live together in these residences and, with the help of house parents (often themselves aboriginal), support each other. It is also easier to provide special programs and services to students when they are together in residences.

Teachers

More and more aboriginal students on reserves are being taught in schools operated by bands, councils of bands, or Native education authorities. First Nations communities were pleased with the introduction of destreaming and *The Common Curriculum* in Grade 9, which has made it easier for them to provide schooling for students in that initial secondary-level year, and delayed the need to send young teenagers off-reserve for their schooling. However, the added grade brings with it an increased need for already scarce aboriginal teachers, and teachers who understand aboriginal learners and who will commit themselves to First Nations communities for some time. Parents and leaders are concerned about the very high turnover of teachers in First Nations communities; they believe that if more teachers were members of those communities, they would remain

“School texts present Canadian history from the perspective of British imperialism, not the point of view of the real Canadians, the First Nations. Where are the First Nations heroes in Canadian history; the men and women who fought to defend their homes, families and way of life from the invaders? ... From the point of view of the First Nations, Canada has been an occupied country for four hundred years.”

Margaret Kenequanash.

Northern Nishnawbe Education Council.

and provide the continuity and understanding that are so important to any successful education program.

Shared decision-making

Although post-secondary education was not part of our mandate, representatives of First Nations communities frequently commented on the need for better post-secondary and training opportunities for their people. As part of their traditional view of education as a lifelong process, First Nations' aspirations for self-governance in education also encompass that part of the process.

Recently, Native people have made significant advances working together on plans to establish their own post-secondary institutions. We would expect that the provincial and federal levels of government would want to support such efforts and take them into consideration in their policies on funding and recognition of credentials.

Native people also identify a lack of constructive working relationships between their communities and schools and provincial school boards and teacher federations, as well as a lack of recognition by the Ministry of the authority of band councils and Native education authorities. They are asking for legislation that would permit more co-operative and reciprocal arrangements between provincial school boards and Native education authorities.

Aboriginal people feel that part of the problem may be that the Ministry designates band-operated secondary schools as private schools. At the moment, that is the only legislated mechanism available to the Ministry to allow it to inspect the school so that their principals can grant the Ontario Secondary School Diploma to graduating students.

“I am a parent of two school-aged children. I will soon have to support them in making the decision whether to end their formal education, take full-time distance education through Wahsa – a wonderful option but a tremendous challenge for an adolescent – or whether they will have to leave home as I did at the age of 14 to continue their schooling.”

Howard Comber, at the request of
Keewatinook Okimakanak Tribal Council

Under the current legislation, Ontario school boards are allowed to enter into purchase agreements only with other Ontario school boards, not with private schools. Under legislation and policies related to private schools, the Ministry deals directly with the principals of those institutions; in the case of the band-operated private schools, this means that it bypasses the Native Education Authority.

But as aboriginal educators point out, their schools are not privately funded; they receive public money from the federal government and from bands. They are, therefore, also subject to public scrutiny from two levels of government.

Native people believe that band-operated secondary schools should be designated something other than private schools; this would allow the government to amend legislation to permit co-operative and reciprocal arrangements between aboriginal and other publicly funded schools in Ontario, without reference to private schools. They also want the legislation to properly recognize the role of the Native Education Authority in governing their schools.

In general, aboriginal parents also want to have more input into the schools their children attend. Some Native people feel this might be achieved by having more Native trustees on provincial school boards, or by being able to vote in school board elections, and others are looking for more direct involvement with their local school. Still others are more concerned about achieving full self-government and controlling their own education system from early childhood to post-secondary and adult education and training.

Issues and recommendations

Federal-provincial co-operation

While our mandate did not include education of aboriginal children on reserves, the educational experiences of students on and off reserves overlap a good deal, especially when students on reserves receive part of their education (usually elementary) on reserves, and part (usually secondary) in schools operated by provincial school boards.

Given the role of the federal government in aboriginal education, our recommendations for improving education for Ontario's Native children necessarily include some directed to the federal government. We see no reason why we should not remind the federal government of its obligations so that aboriginal students get excellent elementary and secondary education, regardless of where they receive it.

We have also directed some recommendations jointly to both levels of government; this is in order to promote co-operation rather than duplication of efforts. With more than half of Ontario's aboriginal students living off-reserve or attending schools under provincial jurisdiction off-reserve, this is an opportunity for greater co-operation between the federal and provincial governments.

Recommendations 123, 124

**We recommend that rather than having the two levels of government work independently of each other, and in order to avoid duplication, the Government of Canada and the Government of Ontario jointly fund, for use in both on-reserve schools and schools under provincial jurisdiction, the development of curriculum guidelines and resource materials that more accurately reflect the history of Canada's aboriginal people and their contribution to Canada's literature, culture, history, and values, and in other areas to be incorporated throughout the curriculum.*

** We recommend the development of assessment and teaching strategies that are more sensitive to the learning styles identified by aboriginal educators.*

We also suggest that the federal government work with First Nations communities on reserves to provide additional support for students who have to live away from home in order to receive their elementary or secondary education.

We hesitate to recommend specific models or a great increase in off-reserve accommodation for students when, in

future, more of their communities may well be able to provide better educational opportunities for them on-reserve.

Recommendation 125

**We recommend that the federal and provincial governments work with Native education authorities and the First Nations to provide better support to students who must live away from their communities to obtain elementary and/or secondary education.*

Funding

One of the complaints we heard frequently is that the variety of services to support students and teachers that are available in the province's publicly funded schools are not readily available in on-reserve schools. Aboriginal educators told us that the federal funding formula for on-reserve education does not recognize the additional expenditures for support services to the same extent as the provincial funding formula does.

When provincial school boards calculate charges to the Native education authority, First Nation, or federal government for the students educated in their schools, they use the provincial formula, which includes provision for support services. The Native education authority, First Nation, or the federal government may negotiate such additional services for aboriginal students as Native counsellors or an animator for Native culture in the school, which will increase the cost of the tuition agreement.

We were told that the federal government usually provides the full amount to the Native education authority to cover the cost of the tuition agreement, and that this amount is often higher than what it would give the authority if the students were educated on-reserve. It would therefore appear that less money is provided for on-reserve than for off-reserve education, and as a result the learning experiences for children in on-reserve schools are less effective than they could be.

Recommendation 126

**We recommend that the federal government review its method of funding education for Native students in on-reserve schools to ensure there are adequate funds to provide any necessary special programs to support aboriginal education and for professional support of teachers.*

“Non-aboriginal teachers who teach First Nations students must be trained in cross-cultural awareness, e.g., an awareness of the difference in values between Native and non-Native people; the history of treaties; what treaty rights are; etc.”

Windigo Education Authority

voice

Teacher education

Clearly, it is the responsibility of the province to ensure that teachers in Ontario's publicly funded schools receive the training they need to gain a better understanding of aboriginal students; to implement new curriculum, assessment, and teaching strategies; and to adapt existing programs. In the past few years, the province has funded a number of community-based demonstration pilot projects that address some of these needs. Such projects could offer useful models and strategies that should be shared with teachers and education administrators, and that should help the province in implementing our following recommendation.

Recommendation 127

**We recommend that the province include in its requirements for pre-service and in-service teacher education a component related to teaching aboriginal students and teaching about aboriginal issues to both Native and non-Native students.*

Programs

There is another group of program-related concerns that First Nations communities share with other small schools and boards. They often find that limited resources restrict their ability to offer a full range of programs to their students; this problem is particularly acute at the secondary school level. Frequently, there are not enough students in any one school to warrant setting up a class in a particular subject; even when there are sufficient students, there may not be enough teachers available for highly specialized subjects.

With its Wahsa Distance Education School, the Northern Nishnawbe Education Council in Sioux Lookout has made a

“In conjunction with Lakehead University, a Teacher Training Program has been established where the university sends professors to our community and, in turn, the students attend university in Thunder Bay. Currently 17 students are taking this course and will receive their OTCs in May of 1994. After one year there have been no drop-outs.”

David Kakegamie for Sandy Lake Education Authority and
Thomas Fiddler Memorial School

good start at addressing this problem; the program uses the Ministry's Independent Learning Centre materials as well as those specifically developed by the school. Teachers in a transmitting studio in Sioux Lookout connect with students in various remote communities via radio, telephone, and computer.

In many ways, the program works well and has significantly expanded available education opportunities not only to learners of compulsory school age but to adult learners. A number of learners who might otherwise not have been able to do so have earned their Ontario Secondary School Diplomas through the Wahsa program.

However, transmission problems are frequent. Furthermore, learning only through textbook and audio contact requires a lot of self-discipline by students, and it is not the most exciting way to learn. To overcome these drawbacks, at least to some extent, each community has an education coordinator to encourage and assist learners. Nonetheless, the program has its limitations.

A way to improve this kind of learning has been part of one of the previously mentioned community-based demonstration pilot projects: a technological studies course (that uses video) on small-motor theory, maintenance, and repair. The course was jointly developed by the Northern Nishnawbe Education Council, the Wahsa Distance Education Centre, the Northern District School Area Board, WaWaTay Native Communications Society, TVOntario, and the Ministry's Independent Learning Centre. The visual dimension helps students to understand the content of the course and to relate to a person they can see as well as hear on screen.

While it does not have the quality of interactivity that the live audio programs from Wahsa offer, the technology to do that is already in limited use in Canada. Even though current cable wiring does not support interactive video, there is technology that, when in wide use, will.

The use of CD-ROMs on computers will also increase the range of good learning opportunities available to students; this technology can also be greatly enhanced by computer networking, but here, too, there are barriers to its use in northern Ontario.

Recommendation 128

**We recommend that the federal government, which has responsibility in this field, give top priority to ensuring the availability of good telecommunications throughout Ontario in order to support education through the use of interactive video and computer networking.*

Video would not only help make more courses available to senior secondary students throughout Ontario, including those in remote northern communities, but it could also be very useful in bringing together scarce resources to support the teaching of Native languages, especially those on the verge of extinction.

While developing most secondary school courses is clearly a provincial obligation, developing Native language courses that use videos and CD-ROMs, including storytelling and Native culture units, some of which could be incorporated into the common curriculum for all learners, would also fall within the responsibility of the federal government. Although fairly costly to develop, such courses might mean long-term savings and, in any event, would be well worth the investment.

Recommendation 129

**We recommend that both the federal and provincial governments provide resources to support the development of courses, initially video- and CD-ROM-based, that would use interactive technology when an adequate telecommunication infrastructure is in place.*

Aboriginal languages

Members of aboriginal communities across Ontario expressed the need for more flexibility and assistance in teaching and using aboriginal languages in on-reserve and off-reserve schools. First Nations that operate their own

schools do not really need provincial approval to introduce more Native language classes, and they can decide to have Native language immersion schools or classes. In fact, there are two immersion schools on the Six Nations Reserve near Brantford, as well as immersion classes in some of northern Ontario's Native communities.

However, the issue is more complex. Many aboriginal students are still being educated off-reserve in schools operated by provincial school boards. Native education authorities want to continue offering the Ontario Secondary School Diploma, which means they must adhere to related provincial legislation and guidelines. At this point, however, that does not give them the flexibility they want in the use of Native languages.

There are other complicating factors. In Ontario, there are 13 languages traditionally spoken by aboriginal people, belonging to two linguistic families: Algonkian and Iroquoian. Of the Algonkian languages, three – Ojibwe, Cree, and Ojibwe-Cree – are still spoken extensively across northern Ontario. In “You Took My Talk,” a report of the federal Standing Committee on Aboriginal Issues, these three were identified as being healthy enough to survive. However, they are not equally well preserved in all areas of the province, and the report describes the other ten languages as being on the verge of extinction.³⁶

Because for the most part aboriginal languages have been transmitted orally, attempts are now being made to preserve them in written form, but much stronger efforts are needed while there is still time. Aboriginal people do not have the necessary resources for this task. Since most of the Native languages are also spoken in other parts of Canada and the United States, the federal government also has a role to play in this area.

Recommendation 130

**We recommend that the federal government provide assistance to aboriginal peoples to develop language teaching resources co-operatively with communities that use the same languages, in other provinces and in the United States.*

Just as, in the Mahé case, the Supreme Court of Canada identified the French language as an essential tool for maintaining and nurturing French-Canadian culture, so aboriginal people see the preservation of their languages as essential to preserving their cultures and identity. It is understandable

then that Ontario's aboriginal people look to the schools to help some of the First Nations reclaim already threatened languages and to prevent current languages from becoming extinct.

This is the reason that a number of presenters asked us to recommend that Native languages be eligible for use as languages of instruction, rather than just being subjects. While there are some classes of this type available in schools run by First Nations Education Authorities, it will not be easy to expand these programs, because of the lack of teachers and resource materials.

However, there are areas of the province where resource materials for some subjects already exist, especially at the early-education and primary level.

Secondary school students might gain stronger language experience if, for example, the schools were permitted to use the Native language in such optional courses as Native studies and outdoor education. If schools could group these with a course in a Native language, they could provide a one-semester immersion experience.

There are other provinces and countries where Native languages are being used as languages of instruction. These programs can be used to guide Ontario in implementing the following recommendation.

Recommendation 131

**We recommend that the province, in co-operation with First Nations communities and school boards, develop guidelines for permitting the use of Native languages as languages of instruction, where teachers and teaching resources are available.*

The province will have to continue and, if possible, increase efforts to train teachers of Native languages and Native studies. This is not simply a matter of making more places available at faculties of education, but also of assisting efforts to obtain qualified staff to teach such programs, and helping aboriginal students become qualified to enter them. There are successful programs at Lakehead, Nipissing, and Queen's universities. Where it is appropriate, the federal government should also support efforts to increase the number of teachers able to teach Native languages and Native studies.

The federal and provincial governments have helped fund various programs for development of teacher in-service and classroom materials that improve the teaching of Native languages and Native culture throughout Ontario. It is important that resources be widely shared by boards and band-operated schools across the province, to avoid duplication of effort and to make best use of scarce resources.

Recommendation 132

**We recommend that the provincial and federal governments continue their programs to develop resource materials that support the teaching of Native languages and culture for teacher in-service and for classroom use in on- and off-reserve schools, providing such materials are made available to other boards and schools.*

Decision-making

Other concerns expressed to the Commission centred on Native people's input into the policies of schools that aboriginal students attend and that are under provincial jurisdic-

tion. Some First Nation representatives suggested that this can best be done by appointing additional trustees to represent the concerns of aboriginal students, and by permitting aboriginal people on reserves to vote in school board elections.³⁷

There are other First Nations that do not see the need for additional trustee representation: rather than negotiating educational issues with a school board, they are more concerned about pursuing self-governance and negotiating educational issues on a government-to-government basis.

We believe that as long there are school boards, the interests of aboriginal students should probably be represented at that level in a more on-going way than is possible through the annual negotiation of tuition agreements. Such representation should be equal to the representation of electors of the board; however, some adjustments could be made where the number of aboriginal students is relatively small, even if that means a lower trustee-to-student ratio for aboriginal students than for other students.

Some agreements in this area were reached as part of the negotiation process for the Declaration of Political Intent mentioned, but the Ministry appears to be reluctant to implement these agreements, pending the publication of this report. We acknowledge that the DPI proposal may need to be revised, given our discussion on the number of school board trustees. (See Chapter 17.)

Recommendation 133

**We recommend that the Ministry and the representatives of the First Nations review the Declaration of Political Intent proposal on Native trustee representation, taking into account possible changes in overall board structures that could follow the issue of this report, and that at the earliest opportunity the parties implement the agreement that results.*

We believe, however, that the really significant input into the education of the aboriginal learners can occur only at the local school level. As with other students, parental activity that makes a difference to the level of achievement of aboriginal children depends on good communication and interaction between the school and the parent. We feel, therefore, that the recommendations we make in the next chapter, concerning the interaction between teachers and

parents, and between the school and its community, will have a more significant impact on the success of aboriginal learners than will any adjustments made at the board level.

The community alliances we identify as one of the four levers for education reform are as important for improving education for aboriginal learners as for any other learners in Ontario.

Self-government

We also support the wishes of Ontario's aboriginal people to govern their own education. We recognize that there are many ways in which the First Nations are now limited in their ability to set a course for their own education system. Ultimately, there is no reason why First Nations could not decide to have their own secondary school graduation diploma requirements. It may be that for practical reasons, they will choose to stay close to provincial requirements; but if self-government is to mean anything, Native peoples should be able to make that choice for themselves.

Recommendation 134

**We recommend that the federal and provincial governments continue negotiations that lead to full self-governance of education by the First Nations.*

Recognition of band-operated schools

Band-operated schools should be permitted more flexibility to interact with other publicly funded schools in reciprocal arrangements, rather than under the one-way arrangement that is now the only possibility.

Recommendation 135

**We recommend that the province develop a different way of dealing with band-operated elementary and secondary schools than it now has. Such a method would:*

- a) recognize that they are publicly funded schools of a First Nation, governed by a duly constituted education authority, and*
- b) permit more reciprocity and co-operation with provincial school boards.*

Conclusion

We believe that in addition to our recommendations for improving the learning experience of all Ontario learners, the issues we address in this chapter and the recommendations we make will, when implemented, ensure that the educational opportunities for Roman Catholic, Franco-Ontarian, and aboriginal children are more equitable than they are now. Not only do our recommendations address some specific program concerns, but they also focus on giving these communities a greater voice in the governance and management of the education of their children.

Endnotes

- 1 Robert Choquette, "L'école des franco-ontariens: Une rétrospective historique" (Ottawa, 1991, mimeographed), p. 48.
- 2 Chad Gaffield, *Language, Schooling, and Cultural Conflict: The Origins of French-Language Controversy in Ontario* (Kingston: McGill-Queen's University Press, 1987), prologue.
- 3 Chad Gaffield, *Aux origines de l'identité franco-ontarienne: Éducation, culture, économie* (Ottawa: University of Ottawa Press, 1993), p. 284.
- 4 The Council's mandate has remained more or less unchanged since 1980, except for the addition of the skills development component in 1993. The chairmanship is now a full-time position held by a well-known figure in the Franco-Ontarian education world, the sociologist Rolande Faucher.
- 5 This categorization provides little help when it comes to including "Canadian-born" francophones from other provinces, especially from Quebec, a province with a francophone majority and where the status of minority at the national level is viewed quite differently than in other Canadian provinces.
- 6 Anne Gilbert and André Langlois, *Les réalités franco-ontariennes: Les francophones tels qu'ils sont*, 3rd edition (Vanier, ON: Association canadienne-française de l'Ontario, 1994), p. 6–7.
- 7 Political analysts who studied women in Scandinavian politics believe that a minority group constitutes a critical mass and can, subsequently, form a balance of power and influence the agenda of the majority when it consists of 30 to 33 percent of the total number of people in question. Among other works, refer to:

Drude Dahlerup, "From a Small to a Large Minority: Women in Scandinavian Politics," *Scandinavian Political Studies* 11, no. 4 (1988): 275–98.

In his own work on language minorities, sociologist Jacques Leclerc speaks of 20 percent as being a critical mass. See Leclerc, "Language and Society," *Mondia*, p. 171.
- 8 Gilbert and Langlois, *Les réalités franco-ontariennes*, p. 20.
- 9 Gilbert and Langlois, *Les réalités franco-ontariennes*, p. 20.
- 10 Normand Frenette and Saeed Quazi, *Ontario Francophone and Post-secondary Accessibility* (Toronto: Ontario Ministry of Colleges and Universities, 1990).
- 11 Gilbert and Langlois, *Les réalités franco-ontariennes*, p. 50.
- 12 For instance, there have been only two francophone deputy ministers in Ontario's history: Gérard Raymond and Donald Obonsawin.
- 13 Stacy Churchill, Normand Frenette, and Saeed Quazi, *Education and Franco-Ontarian Needs: The Diagnosis of an Educational System (Highlights)* (Toronto: Conseil de l'éducation franco-ontarienne, 1986), p. 2. This two-volume report is a remarkable study of the Franco-Ontarian community and its educational needs.
- 14 Fédération des associations de parents francophones de l'Ontario, *À Priori* 6, no. 1 (1993).
- 15 Section 23(3) of the Canadian Charter of Rights and Freedoms reads:

The right of citizens of Canada under subsections (1) and (2) to have their children receive primary and secondary school instruction in the language of the English or French linguistic minority population of a province

(a) applies wherever in the province the number of children of citizens who have such a right is sufficient to warrant the provision to them out of public funds of minority language instruction; and

(b) includes, where the number of those children so warrants, the right to have them receive that instruction in minority language educational facilities provided out of public funds.
- 16 Video-forum for francophone ethno-cultural minorities, Sponsored by RCOL, Chaired by M. Bégin. Toronto and Ottawa, April 6, 1994.
- 17 Denis Haché and Julie Boissonneault, Centre de Recherches en éducation du Nouvel-Ontario, brief to the Ontario Royal Commission on Learning, 1991, p. 1.
- 18 Ontario, Ministry of Education, *Report of the French-language Education Governance Advisory Group* (Toronto, 1991), p. 5–6.
- 19 See in particular a report presented to the Commission entitled "Aperçu de la problématique des Comités consultatifs de langue française dans les conseils scolaires de la province," a survey of the problems of French-language advisory committees in the province's school boards (Ottawa: Association française des conseils scolaires de l'Ontario, 1993, p. 15).
- 20 Haché and Boissonneault, brief, p. 9.
- 21 Conseil de l'éducation catholique pour les francophones de l'Ontario, brief to the Ontario Royal Commission on Learning, 1993, p. 7.
- 22 Ontario, Office of the Provincial Auditor, *1993 Annual Report: Accounting, Accountability, Value for Money* (Toronto, 1994), p. 71.

- 23 R. Bisson and G. Gratton, "Étude de faisabilité: La gestion dans le cadre de l'Article 23," p. 4. Prepared for the French-language section of the Simcoe County Roman Catholic Separate Board, and presented to Ontario Royal Commission on Learning, 1993.
- 24 See, as an example, the study entitled, "Consortium des conseils du Nord," prepared by J. Raymond Chénier and others for five school boards, Timmins, 1994.
- 25 One of the most recent is the work of four francophone directors of education and has since been adopted by all of the province's francophone directors of education, although the document is only at the first-draft stage. André Lalonde, Roger Brûlé, Paul St-Cyr, and Pierre Marcil for the Forum of Directors of Education, French Section, Toronto, 1994.
- 26 Donald Dennie and Simon Laflamme, research report presented to the Ontario Royal Commission on Learning, 1994, p. 5.
- 27 Fédération des jeunes Canadiens-français, *L'avenir devant nous: La jeunesse, le problème de l'assimilation et le développement des communautés canadiennes-françaises*, vol. 4 (Ottawa, 1990), p. 143.
- 28 *Mahé et al. v. Province of Alberta* (1990), 68 D.L.R. (4th) 82.
- 29 *Ford v. Québec (Solicitor General)* (1988), 54 D.L.R. (4th) 604.
- 30 *Mahé v. Alberta*, p. 83.
- 31 Quoted in *La Vision: L'école française en Ontario pour l'actualisation de la culture* (Ottawa: Association française des conseils scolaires de l'Ontario, 1991), p. 16, and quoted in Ontario, Ministry of Education, *Report of the French-language Education Governance Advisory Group*, p. 4.
- 32 It is difficult to get completely accurate statistical information on aboriginal populations. Statistics Canada data do not include those who live on reserves and refuse to be enumerated, or those who resided in institutions at the time of the census. Data from the Indian Registration Program, Indian and Northern Affairs Canada (INAC), tend to be more accurate as far as aboriginal people living on reserves is concerned. Data given here on the general population comes from the 1991 Canadian census, while the information on First Nations and bands comes from INAC 1991 data.
- 33 Canada, Department of Indian Affairs and Northern Development, *MacPherson Report on Tradition and Education: Towards a Vision of Our Future* (Ottawa, 1991), p. 3.
- 34 Assembly of First Nations, *Tradition and Education*, vol. 1 (1988), p. 1, as quoted in *Macpherson Report*, p. 4.
- 35 Assembly of First Nations, *Tradition and Education*, p. 82.
- 36 Canada, Standing Committee on Aboriginal Affairs, "You Took My Talk": *Aboriginal Literacy and Empowerment: Fourth Report* (Ottawa, 1990).
- 37 Under current legislation, where aboriginal students taught under tuition agreements number 100 or more, or make up 10 percent or more of the total enrolment in a school board's jurisdiction, the board must appoint a Native trustee named by the council of the band or bands. A second trustee must be appointed if the number is more than 25 percent of the total enrolment of the board's jurisdiction. If the number is fewer than 100 (or 10 percent of the total enrolment), then the appointment is at the discretion of the board. This is the main area of contention. Another problem arises when there are several bands involved who each want their own trustee to represent them. Except for the lack of representation when there are fewer than 100 aboriginal students enrolled, and a few situations where the majority of students enrolled are Native, the proportion of Native trustees on school boards in Ontario tends to reflect fairly closely the proportion of aboriginal students enrolled in the board.

16

Equity Considerations

In Chapter 15 we dealt with the concerns of communities that have special constitutional status; however, there are some minority communities without special constitutional or historic status who also raised issues concerning governance, funding, and special programs to support academic achievement. Therefore, in this chapter we address certain concerns of religious, racial, and language minorities, and make a variety of recommendations.

Ontario's rich diversity is not limited to Toronto: people from many backgrounds have settled in communities large and small. Whether born here or elsewhere, Ontarians share one home but have different religions and languages, ethno-cultural and racial backgrounds.*

We can expect this diversity to increase, as we continue to have relatively high rates of immigration from parts of the world that, in the Canadian context, produce religious, linguistic, ethno-cultural, and racial minorities. For example, Statistics Canada estimated that, in Ontario in 1992, there were 1,297,605 "visible minorities" – 13 percent of the provincial population.¹ Although it is always dangerous to make population projections, we think it safe to say that the proportion and number of racial minorities are, at the very least, likely to rise, at least for the next decade.²

The Canadian Charter of Rights and Freedoms provides all Canadians with basic protection from discrimination "based on race, national or ethnic origin, colour, religion, sex, age, or mental or physical disability," while also allowing for "affirmative action programs." The Charter requires that it be "interpreted in a manner consistent with the preservation and enhancement of the multicultural heritage of Canadians"; this is an extension of the federal government's announcement in 1971 of a policy of multiculturalism with-

in a bilingual framework; later, a Canadian Multiculturalism Act was passed into law.

The Commission takes with utmost seriousness the school system's mandate to serve all students. It means that the system needs to ensure that every school is welcoming to students of every faith, first language, ethnocultural background, or colour. Ontario must not only build inclusive schools and curricula but, because a student can be formally included but still marginalized, the province must also create schools and curricula that place the views, concerns, and needs of all students and communities at the very centre of the teacher's work.

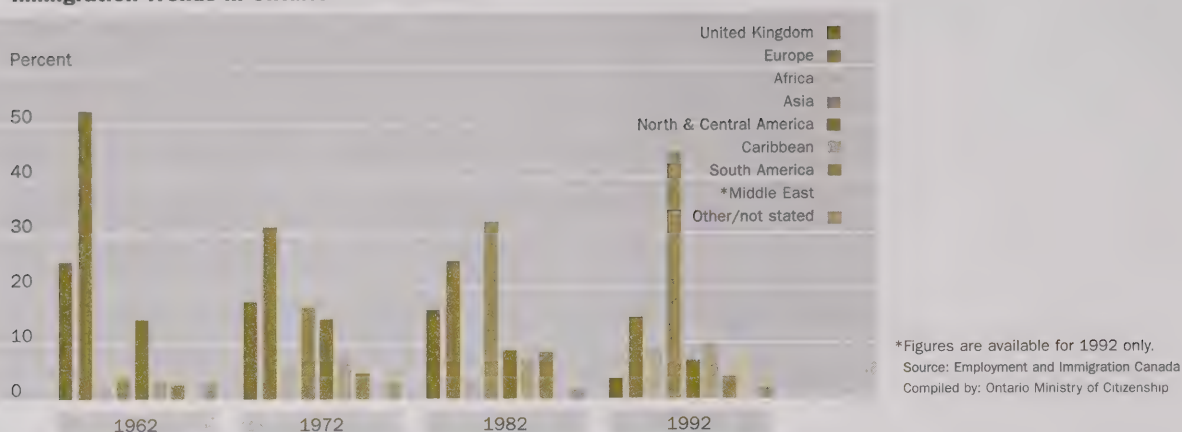
We believe the Commission has done this throughout our report when dealing with issues such as those related to curriculum, teacher staffing, training, and parental and community involvement.

At the same time, we recognize that it may be necessary to include a section dealing with matters related to specific communities, based on data that indicate the children of those communities are collectively performing "below the norm," at least as compared to students from other communities or to the board average.

A small number of school boards have compiled data that allows these types of comparisons; for example, they have analyzed the proportions of students found in the advanced, general, and basic streams in secondary school. They have also looked at drop-out rates and various indicators of "risk": we know, for instance, that if students fall significantly behind in the number of credits they earn, they are more "at risk" of dropping out.

*From a scientific perspective, there is only one "race." However, socially, people categorize themselves and others on the basis of race. This social construct means that some people may be treated differently, purely on the basis of the perception of one's race.

FIGURE 1

Immigration Trends in Ontario – 1962–1992

These data are broken down according to gender, class, ethnic, and racial categories, so that it is possible to see which groups are better represented in, for example, the advanced level that leads to university, and which groups have higher drop-out rates. It is clear from the data that there are substantial differences identifiable for some groups.³

In a paper prepared for this Commission, University of Western Ontario Professor Jerry Paquette makes a very strong case for monitoring the educational benefits derived by various sub-populations.⁴ As he points out, it is not possible to assume that all individual students are equal and that all will achieve at the same high degree. Rather, “the equality dimension of public education should take aim ... at an equitable distribution of educational excellence across lines of demographic difference. That is the real and singular challenge of equality of educational opportunity...” In other words, we can expect that, in a truly equitable system, roughly the same proportions of each community will excel, do satisfactorily, or do poorly, as in the total student population. If, as is currently true, they do not, the system needs to be fixed.

We believe that the benefits of learning from and about each other more than justify meeting the challenges of providing an educational system that is sensitive to diversity.

We heard from minority groups who feel their religious beliefs are not sufficiently accommodated in the publicly funded school system. Some of them asked for more consideration and support for their differences so that their chil-

dren can be educated in the public school system in a manner that recognizes and respects their needs.

Others do not feel that they can expect the public system to provide an education that is consistent with their values and beliefs, and have therefore established their own private education systems. They asked for various degrees of financial support to alleviate the financial burden of maintaining their own schools, and want the government to recognize their different needs when it develops and implements education policies.

Religious minorities

Members of religious minorities expressed two major concerns. First, they argued they should be in the same position as Roman Catholics, whose children are educated within a Roman Catholic framework through the publicly funded system. Sikhs, Jews, Christians, Muslims, and members of other groups asked for public financial support for separate schools or school systems based on their religions.

Second, they said that religious minorities are not understood and respected, either because of negative or inadequate representation in the curriculum or even because of curriculum content; they believe that all students should receive more information about a range of religions.

Public funding for religious schools is a thorny issue in Ontario. There is no consensus and there are rather convincing arguments on both sides. Although, in 1986, the Shapiro Commission looked at public funding for Ontario's private schools in Ontario, including those that are religion-based, and proposed funding them through a public board with

which the school would be associated. The model was not accepted by government; moreover, support for it by members of religious minorities has been mixed, on the grounds that it does not create autonomous systems, with taxation powers and control over their own schools.

In 1990, the ruling of the Ontario Court of Appeal in the *Elgin* case prohibiting the teaching of a single religious tradition as if it were the exclusive means through which to develop moral thinking and behaviour⁵ left some doubt about the possible legality of the Shapiro model. A court challenge is outstanding on this issue.

Early in 1994, as we were in the midst of our deliberations, the Ontario Court of Appeal ruled unanimously against a coalition of Jewish and Christian schools requesting provincial funding. The judgment held that, because public funding of Ontario's Roman Catholic school system (as of Quebec's Protestant school system) was agreed to at the time of Confederation and was part of the Constitution Act, 1867, non-funding of other denominational schools does not constitute discrimination against them. Because the issue is not one of contravening the Charter of Rights and Freedoms, funding of other schools was a matter for political decision.

After considerable discussion and debate, the Commission decided to leave the question there. We are conscious that our report argues forcefully in several places, either explicitly or implicitly, in favour of schools that respect the diversity of learners in Ontario's pluralistic society. We insist elsewhere that ethnic heritage and traditions must be explicitly included in the school curriculum. We argue for schools that are inclusive.

We realize as well – and several times mention this in our report – that curriculum includes both what is said and what is unsaid, what is supported and what is not supported, what is dealt with and what is ignored in school programs. It has been argued that the silence of the public school curriculum on matters of religion runs the risk of devaluing students' beliefs and of conveying the idea that religion is alien to the wonder and the task of learning.

But, whatever our personal opinions, and despite presentations from individuals and representatives of minority groups at our public hearings, we do not find ourselves able to recommend changes we consider beyond our terms of reference. In keeping with our mandate, our analysis and recommendations are based on the existing collective minor-

“The main issue is not whether the curriculum will include information about different religions, although that is an important question, but how we will develop ways of defining and sharing the values and principles that should guide education in a multicultural, multifaith society. A multifaith program of education about religion will contribute to the more basic goal of a school system that equips students for life in an increasingly pluralistic society.”

Ecumenical Study Commission

ity rights and privileges enshrined in the Constitution: the right of Roman Catholics (and of the Franco-Ontarians) to management and public funding of their education systems.

While the *Elgin* decision prohibits religious instruction of a doctrinal nature, it permits teaching *about* religion. We believe it makes sense for all schools, including Roman Catholic schools, to include more about religion, using a multifaith approach: a program that educates students about a range of religions and faiths, their basic tenets, and the way they organize themselves is quite appropriate.

The Ministry has recently released a curriculum resource guide for school boards to use in developing courses about religion for the elementary level.⁶ Some schools might include education about religion in the 10 percent of the curriculum which is to be determined locally in our proposal for curriculum in Grades 1 to 9.

Although not mandatory, education about religion might be offered at the secondary level through the world religions course already available. We note, however, that the recent curriculum resource guide for elementary public schools provides a stronger multifaith focus that could be used as a model for revising the world religions course.

We recognize that a course about religions must be delivered sensitively, with respect and generosity in discussions and descriptions of diverse religious traditions. We do not minimize the challenge in doing so; there are, after all, people in other parts of the world killing each other over matters of religious belief. Nonetheless, we feel that courses on religion, taught at some depth, rather than treating the

Members of several language, ethno-cultural, and racial minority communities came to the Commission concerned about lost opportunities: too many of their children are failing, are in special education or non-university streams, or are dropping out of school.

subject superficially in the hope of avoiding school or community clashes, are important.

Finally, we take seriously the concerns of members of religious and other minorities who believe they are portrayed inaccurately or who have concerns about curriculum content; the latter may come from a difference between values held by the newcomers and by members of the society they have come to – for example, in relation to the role and status of females in Canadian society.

The Commission feels that taking the time to explain different views is the best way to bridge gaps in cultural understanding, including religious differences. Strategies designed for better understanding and acceptance would include pre-service and in-service education of teachers, to ensure they are better informed about the differences within and among religions, as well as improved partnerships with the community and more sensitive leadership at all levels.

Language, ethno-cultural, and racial minorities

Members of several language, ethno-cultural, and racial minority communities came to the Commission concerned about lost opportunities: too many of their children are failing, are in special education or non-university streams, or are dropping out of school.

Schools can and must serve all students. As we have already said, while some of our recommendations will benefit all students directly, some groups of students have special needs that deserve attention. We have proposed improvements in language acquisition support for members of linguistic or ethno-cultural minorities.

We have argued that, in serving the needs of students from ethno-cultural and racial minorities, there must be significant changes in curriculum, initial teacher education, and on-going professional development; there must also be fair testing and strengthened partnerships with the community. However, we are concerned that even this may not be sufficient, and we are suggesting interventions that, we believe, would more fully respond to the needs we heard.

Because it is important to keep track of the educational attainment of different groups in society, we have already recommended that this be done. Given that we know that children of single parents, children whose parents are poor, or children from some minority groups do not do as well as others, the school system has a responsibility to identify barriers to success and, where it can, take action to remove those barriers.⁷ This means conducting studies and audits, in partnership with communities, to identify problems that exist. Then, schools and school boards (and the Ministry) must develop action plans and implement them – once more, of course, in partnership with parents and the communities concerned.

Finally, the circle would be closed by monitoring achievement levels for improvement, and by taking further remedial action if necessary.

In his report on race relations, Stephen Lewis was moved by what he heard concerning education. As he said,

... it's as if virtually nothing has changed for visible minority kids in the school system over the last ten years ... The lack of real progress is shocking. And I believe it signals the most intractable dilemma, around race relations, in contemporary education: How do you get the best of policies and programs into the individual classrooms? It raises searching questions of communications and accountability.⁸

The Lewis report recommended that the Ministry monitor the implementation of employment equity in schools and in the Ministry, and that faculties of education review their admissions criteria to attract and enrol more qualified members of minority groups. In our discussion of teacher professionalism and development in Chapter 12, we discuss the need for faculties of education and other partners to ensure the existence of a pool of qualified teachers from a variety of backgrounds.

Less than two years ago, an Anti-Racism, Equity and Access Division was created in the newly restructured

“Everywhere the refrain of the Toronto students, however starkly amended by different schools and different locations, was essentially the refrain of all students. Where are the courses in black history? Where are the visible minority teachers? Why are there so few role models? Why do our white guidance counsellors know so little of different cultural backgrounds? Why are racist incidents and epithets tolerated? Why are there double standards of discipline? Why are minority students streamed? Why do they discourage us from university? ... How long does it take to change the curriculum so that we're part of it?”

Stephen Lewis, “Report on Race Relations”

Ministry of Education and Training; representatives of many groups told us they have high expectations for this initiative. The division, led by an Assistant Deputy Minister, has responsibility for responding to the recommendations of Stephen Lewis's report, and for implementing the anti-racism and ethno-cultural equity provisions of Bill 21.*

In Chapter 17, we return to the issue of the best way to represent the interests of particular communities in the Ministry.

Recommendation 136

**We strongly recommend that the Ministry of Education and Training always have an Assistant Deputy Minister responsible, in addition to other duties, for advocacy on behalf of anglophones, francophones, and ethno-cultural and racial minorities.*

Other government initiatives, such as the recent proclamation of Bill 79, the Employment Equity Act, should also have an impact on the education of children of minority groups. It is expected that, as a result of this legislation, boards will employ a more representative workforce at all levels, and that, therefore, more children will be able to find role models from their own background in the adults who are part of their school communities, and interact with more adults who have an in-depth understanding of their cultural background.

We want to ensure that all these local people have the capacity to implement the anti-racism education agenda.

Recommendation 137

**We recommend that trustees, educators, and support staff be provided with professional development in anti-racism education.*

We also believe it is imperative that performance evaluation for supervisory officers, principals, and teachers should explicitly make implementation of anti-racism policies an important criterion. This would ensure that professionals at all levels are involved in the implementation of anti-racism initiatives; it would also ensure that all students in the province receive the education they deserve.

* Bill 21, an amendment to the Education Act, required Boards of Education to develop and implement anti-racism and ethno-cultural equity plans, subject to Ministerial approval.

“The Black Educators' Working Group (BEWG) is experiencing frustration in ensuring that the needs of black students are dealt with province-wide. Too often problems specifically related to black students remain unaddressed, or they are left to the good will of individual teachers, schools, or local boards of education.”

Black Educators' Working Group

Recommendation 138

**We recommend that the performance management process for supervisory officers, principals, and teachers specifically include measurable outcomes related directly to anti-racism policies and plans of the Ministry and the school boards.*

In our view, part of the solution to ensuring that policy becomes classroom reality is to involve the community in the implementation and monitoring process: schools and boards should seek input from the community to decide on the measurable outcomes of anti-racism policies and plans.

As part of the monitoring process, schools and boards should receive feedback on whether these outcomes had been achieved, and should make the report public and easily accessible to parents and other members of the community.

In Chapter 17, we deal with the improvement plans schools should be required to develop, and in Chapter 19, we describe the kind of public report the Ministry should require school boards to make annually. These accountability measures should include a full report, not only on implementation of the anti-racism policies and plans, but also on the way parents and the community were involved in the process.

Recommendation 139

**We recommend that, for the purposes of the anti-racism and ethno-cultural equity provisions of Bill 21, the Ministry of Education and Training require boards and schools to seek input from parents and community members in implementing and monitoring the plans. This process should be linked to the overall school and board accountability mechanisms.*

Earlier in this report, we discussed the need for teachers to have curriculum and assessment tools, including texts, tests, software, and audio-visual materials that are unbiased – not just in terms of race and ethnicity, but also on the basis of class, gender, sexual orientation, and religion.

Recommendation 140

**We further recommend that the Ministry and school boards systematically review and monitor teaching materials of all types (texts, reading materials, videos, software, etc.), as well as teaching practices, educational programs (curriculum), and assessment tools to ensure that they are free of racism and meet the spirit and letter of anti-racism policies.*

Our hearings also alerted us to educational issues related to particular communities – especially the black and the Spanish- and Portuguese-language communities. Of course, the previous recommendations apply to all groups, and should lead to great improvement in the learning experiences of their children; but we want to examine the particular needs of the three groups, and make recommendations designed to ensure that children from all minority groups are able to achieve as successfully as other students.

Black students, teachers, parents, and community leaders came to the Commission and expressed serious concerns about the achievement levels of their young people. They expressed frustration over a lack of improvement over the years, during which time they have voiced their concerns to school boards and to the Ministry. They are concerned about the future of young blacks who, without a secondary school diploma (let alone a college diploma or university degree), face limited job prospects, social marginalization, and personal defeat. These presenters argued forcefully that the education system is failing black students, and that there is an education crisis in their community.

While the Ministry of Education and Training does not have province-wide data on the achievement patterns of students according to sub-population, there are a variety of good, reliable data from individual boards. Provincial analyses, such as that conducted by the Child, Youth and Family Policy Research Centre for the Ministry of Citizenship in 1989,⁹ use reports from individual school boards.

Probably the most comprehensive data are those available from the Toronto Board of Education. These indicate that 9 percent of its secondary school students in 1991–92 were

black; in that year, they made up only seven percent of students in the advanced level, but 16 and 18 percent of the general and basic levels respectively. Between 1987 and 1991, there was a slight increase in the proportion of black students studying at the advanced level.

Data showed that 36 percent of black secondary school students were “at risk,” based on their grades in English and math courses; this pattern was repeated when only students in the advanced level were considered and when the black student category was broken down into those born in Canada, in Caribbean countries, and in Africa. Even black students who have university-educated parents, or parents in professional occupations, or who live with both parents, continue to do disappointingly, according to the Toronto data. On the other hand, compared to 1987 data, there has been a statistically important improvement, mostly by Canadian-born and African-born black students, although black students still remain significantly behind their peers.¹⁰

In a separate analysis, the Toronto board tracked students who were in Grade 9 in 1987 and analyzed their record of achievement, based on results at the end of 1992. It found that 42 percent of the black, 1987, Grade 9 students had left the system by the end of 1992 without graduating. Even among those whose parents were in semi-professional occupations, black students were more likely to drop out.¹¹

Black parents are concerned that the large proportion of black students in the general- and basic-level courses (as opposed to advanced-level courses) not only limits their opportunities to enter post-secondary education programs, it also increases the risk that they will drop out. This is confirmed by the Toronto board data, which indicate that the non-completion (or drop-out) rate of all students is: 21 percent from the advanced level, 48 percent from the general, and 64 percent from the basic.

The Board of Education for the City of York has also compiled comprehensive data on the achievement levels of various sub-populations.¹² Their data also found that black students are less likely to be taking advanced-level English and, in particular, are less likely to take math courses. Only 44 percent of black students were in the advanced math course, compared to a significantly greater percentage of other students.

When the place of birth is considered for racial groups (where numbers are large enough to permit analyses),

Each One, Teach One

Another example of a community partnership that is focusing on assisting black youth is the Each One, Teach One mentor program. It matches young blacks, one on one, with successful black adults who provide career advice, support, and motivation. Each One, Teach One,

established in February 1992, also promotes literacy and cultural awareness by providing free, black-focused books to youth, and by hosting an annual career-oriented Youth Day. With more than 200 mentors, it still cannot meet the demand, a sign that the program is popular and effective.

Canadian-born black students of Caribbean descent are over-represented in basic- and general-level math courses, but equitably represented in the various English course levels. Foreign-born black students of Caribbean descent are over-represented in basic- and general-level English and math programs. On the other hand, foreign-born black students of African descent are more equitably represented at each level.

The North York Board of Education collected data on the basis of country of origin, and is now planning to do so based on racial backgrounds. Thus the information base to help identify the needs of students from different communities is widening.

Although we know that a good number of black students do very well indeed – and we heard from and worked with some of them – the overall situation is hardly in dispute.

Based on the strong, even passionate, presentations from the black community, and on the available data, we agree that “there is a crisis among black youth with respect to education and achievement.”¹³ Our sense is that this problem is not limited to the Greater Toronto Area, but that the data could likely be extrapolated to other communities in Ontario, perhaps more so in such urban areas as Hamilton and Ottawa than elsewhere.

[Black] parents see the “drop-out” problem as a major issue for the black/African-Canadian community. They are concerned about their kids making the grade, and particularly about the youth who no longer see education as a tool to achieve their life ambitions and dreams.¹⁴

George Dei

“Our belief is that children of African heritage can learn and achieve excellence in all academic areas where appropriate attitudes, support, and educational programs are established.”

Black Educators' Working Group

voices

Others have been similarly convinced. We have already mentioned Stephen Lewis's "Report on Race Relations." In *Towards a New Beginning*, the report of the African-Canadian/Four Levels of Government Committee, the authors found that "virtually every facet of Ontario's education system needs to be examined critically, if it is to be made more responsive to the needs of those who fall outside the mainstream. Teacher training and recruitment, curriculum revision, employment equity, anti-racism education: all these must be the subject of closest scrutiny."¹⁵

Though almost every submission and presentation to the Commission from the black community included recommendations directed to existing schools and school boards, a number also called for the establishment of what have been called Black Focused Schools (BFS), or more recently, African-Centred Schools (ACS), and Inclusive Schools. (We use BFS to refer to all three.)¹⁶

Since 1992, when Black Focused Schools (the terminology used) were publicly recommended in the *Towards a New Beginning* report, there has been considerable debate on the subject, both within the black community and outside it. Our public hearings and submissions became yet another forum for that discussion.

Lennox Farrell, one of our presenters, speaking on behalf of the Black Action Defence Committee, described Black Focused Schools as not necessarily black schools – any student could attend. Nor would all the staff have to be black, but they would have to have an interest in or be experienced in teaching black students, and be willing to ensure they succeed. He went on to say that BFSs are "defined by the staff who will be empowered themselves to empower

black students. [They are] not to teach black history, but to teach realistic history ... in essence, to do what education should already be doing: to be realistic, not Euro-centric or Afro-centric in that sense."¹⁷

The arguments in favour of BFSs are centred on building the prerequisites for academic achievement. Parents and teachers argue that, despite their attempts to bring about systemic change, not enough has been done or accomplished, and there is a need for more dramatic, potentially faster, action.

However, we recognize that we are in the middle of an on-going debate that raises fundamental issues about our values as a society. To some, the notion of Black Focused Schools smacks of a return to segregation, to a time when, unbelievably even in Ontario,¹⁸ black students were not allowed to attend "regular" schools.

Others are not only concerned about the divisiveness such a proposal creates between groups, they are of the opinion that a policy based on race, whatever its intent, can become a racist policy. They believe as well that, in practical terms, because blacks in Canada must operate in a mixed society, moving from mixed schools would be a mistake. Don't separate the black students, they argue: fix the schools.

Opponents also accuse supporters of BFSs of seeking a segregated school system. This is a very difficult issue for members of this Commission, each of whom has spent a lifetime working towards a genuinely multiracial Canada.

There must not be the slightest doubt that this Commission shares the great concern, the desperation even, of the black community, about the under-achievement of black students as a group. We can hardly stress too strongly our conviction that the school system must better accommodate the needs of black children and young black men and women. Schools must become more inclusive, staff must become more representative of our society as a whole, courses must reflect the perspectives and contributions of minority groups.

But even that is not enough. We must, as a matter of great urgency, mobilize the best talent available throughout Ontario to develop innovative strategies for improving the academic performance of black students.¹⁹

The idea of a "demonstration school" is one that we see as having great promise. In this context, a demonstration school is a school in which particular interventions are

“If we really believe in ideas like equality of opportunity and helping children reach their full potential, then we must ask serious questions about a system that puts students into narrow streams from which they have little chance of escaping.”

Streaming in our Schools,

a kit prepared by the Portuguese Parent Association,

in liaison with the Toronto Board of Education, page 3

planned and carried out to boost the achievement of students. The hope is that lessons from successful models would then be replicated in other schools: challenging and relevant curriculum, innovative and engaging teaching methods, and stronger and mutually sustaining links between the school and its parents and community.

Recommendation 141

**We recommend that in jurisdictions with large numbers of black students, school boards, academic authorities, faculties of education and representatives of the black community collaborate to establish demonstration schools and innovative programs based on best practices in bringing about academic success for black students.*

Finally, as we noted earlier, concerns were expressed about the success levels of children, particularly those from Portuguese and Hispanic/Latin American communities. And, as we noted, the most important measure of educational equity is the level of academic success being earned (and enjoyed) by students from various communities.

When data indicate a collective problem of underachievement among the children of a particular group, it behooves schools and boards to pay attention and take steps to improve the situation.

Analyzing the data on Spanish- and Portuguese-speaking students requires care. In the former case, current reports do not distinguish adequately or at all between Central American and South American students; there is a similar lack of specificity between Portuguese-speaking students from the mainland and those from the Azores.

We do know, however, that, as the result of changing immigration and refugee patterns, more recent Spanish-speaking immigrants have been predominantly from Central America; we believe, as well, that most Portuguese immigrants to Ontario come from the Azores.

Clearly, the data on Hispanic/Latin American students and on Portuguese students should be interpreted to reflect diverse and continuously changing immigration sources, including changes in the original socio-economic levels of the immigrants and refugees.

We turn once again to data on the academic achievement of students in Ontario schools. The Toronto Board's reports are the only data we have that clearly identify Portuguese and Hispanic/Latin American students.²⁰ They show that, in

1991, while 74 percent of all Grade 9 students were taking courses at the advanced level, only 53 percent of Portuguese students and 61 percent of Hispanic students were doing so.

Like aboriginal students, Portuguese students had the second highest proportion of learners in the basic level. The Toronto Board data also identifies students “at risk” of failing, as indicated by low marks, and the slow pace at which they are accumulating secondary school credits: Hispanic students, at 38 percent, and Portuguese, at 33 percent, were among the most at risk.

Based on “home language,” it was also found that Portuguese-speaking students have a high drop-out rate: in 1992, using the same study described earlier, 48 percent of Portuguese-speaking students who had been in Grade 9 in 1987 had graduated, and another 11 percent were still in Toronto schools. In other words, 41 percent of Portuguese-speaking students had left school without graduating (compared to a third of the overall population), among the highest of any group the board analyzed.

When the family's socio-economic status was factored in, the pattern remained the same: in comparisons of children of semi-professional parents, Portuguese students were still more likely than others to drop out. Comparing Portuguese-speaking students born in Canada with those born outside this country, those who are Canadian-born had slightly higher levels of achievement but, in the measures we have discussed, even they were below the average for the system.

“Unfortunately this faith has been betrayed. Our young people are feeling marginalized by the same educational system that we have entrusted our futures to. The educational system has judged us before we as young people have had a chance to develop our true potential. Some teachers are failing to encourage our youth to stay in school ... Portuguese young people are stereotyped as having low levels of expectation and therefore have been streamed into low levels of achievement.”

Paula Pires, Portuguese-Canadian National Congress

Alerted by the student achievement data, we attended a Portuguese community meeting, in addition, of course, to welcoming representation from that community at the public hearings. Speakers expressed frustration with the percentage of their students being streamed into non-university courses and/or dropping out, the perceived status of Portuguese as a “heritage,” rather than a useful international language, and the low expectations teachers have of their children and young adults.

They called for more Portuguese-speaking teachers, a curriculum that better reflects the presence of Portuguese-speaking people in the classroom and in the world, support for students in need of assistance, and active attempts to reach out to parents.

Presenters argued that some students need support in English (and Portuguese) language development, but that withdrawing them from the regular class to attend special classes in these areas is not necessarily the best solution. Some also asked for more analysis of the situation of Portuguese students, so that the community has information on which it can monitor improvement and interact with school boards and the Ministry.²¹

We will indicate ways of meeting these issues as well as those of all other concerned communities in our conclusion.

Conclusion

As is clear from the discussion so far, it is important that boards collect data that will indicate when children of a particular group are not achieving at the same rate as other students. Equally, it is clearly unacceptable to allow such a situation to continue; therefore, information needs to result in action.

There are various strategies that teachers can use to help students improve, just as there are ways the school community can assist the teachers, and the teachers can aid parents in helping and encouraging their children to learn.

Elsewhere in this report, we have described some strategies, such as the transitional use of the student’s first language or peer tutoring, and there may well be other methods for helping these students, which are being used successfully by teachers and principals.

There are, as well, strategies that involve the entire school, such as the Accelerated Schools Project developed by Henry M. Levin, professor of education and of economics at Stanford University. The program was established there in 1986 after an exhaustive five-year study on the status of at-risk students in the United States. The study found that these students are academically behind from the day they start school, and fall further and further behind the longer they are in school. Therefore, the basic premise of the Accelerated Schools Project is that “at-risk students must learn at a *faster* rate – not a slower rate that drags them further and further behind. An enrichment strategy is called for rather than a remedial one.”²² Dr. Levin contends that, typically, schools have had low expectations of at-risk students.

To counteract that, the accelerated schools are built on three central principles: unity of purpose, empowerment coupled with responsibility, and building on strengths. Unity of purpose refers to an active collaboration among members of the entire school community, including parents, in setting and achieving a common set of goals for the school. Empowerment coupled with responsibility refers to the ability of the participants in the school community to make important educational decisions and take responsibility for implementing them, and for the outcome of those decisions. Finally, accelerated schools look for the strengths that all members of the school community can bring to the school, rather than trying to identify weaknesses in some participants that others have to help them overcome.

These school communities work together to create powerful learning experiences actively involving children in higher-order thinking and complex reasoning in the context of a relevant curriculum. Working together and using all available human and other resources – for example, the active participation of parents and the use of information technology – they integrate the curriculum content, teaching strategies, and supports.

Dr. Levin does not believe that the concept involves a large infusion of additional funds or new instructional packages. Instead, he concludes that

the ability to energize a school and to get it to focus productively on a common set of objectives, using the talents of staff, parents, and students, is far more important than any particular curriculum package or teaching method.

We strongly believe that implementing the recommendations of our report will move every school to becoming an accelerated school. We would expect that, over time, fewer and fewer groups of children would be identified as being at risk of having significantly lower levels of achievement. However, there are such groups at present, and there may continue to be as a result of future demographic changes.

We believe that school boards are responsible for identifying successful methods of helping at-risk children learn, and ensuring that their teachers and principals get needed professional development to acquire the skills and information to use these methods. Having done that, boards are in a position to insist that teachers and principals apply these methods to help all children achieve excellence.

Recommendation 142

**We therefore recommend that whenever there are indications of collective underachievement in any particular group of students, school boards ensure that teachers and principals have the necessary strategies and human and financial resources to help these students improve.*

Our recommendations in this chapter are intended to remove barriers that prevent some students from being as successful as they could be, and to create conditions that will have a positive impact on them. We repeat what we have said elsewhere: people have to set high expectations for all students, and mobilize the strengths of all our communities to build the kinds of learning environments in which all students can attain higher levels of achievement.

“Spanish-speaking students face a system of education that all too frequently does not comprehend their values and needs. As a result, racist attitudes and discrimination constrain their learning and growth ... the educational system needs to address the systemic barriers to equity which exist in our schools.”

Organization of Spanish Speaking Educators of Ontario, the Spanish-Speaking Parents' Liaison Committee, and the Education Committee of the Hispanic Council

voice

Endnotes

- 1 1991 census data, quoted in Association of Colleges of Applied Arts and Technology, "Environmental Scan" (Toronto, 1994).
- 2 Using a medium population growth scenario, another Statistics Canada report projected the visible minority population to increase to 2,235,400 by the year 2001, and to 3,773,100 by 2016. See Statistics Canada, *Population Projections of Visible Minority Groups, Canada, Provinces and Regions, 1991–2016*, no. 4.17 (1993), appendix table. Prepared by Warren E. Kalbach and others.
- 3 Part 3 of the 1991 *Every Secondary Student Survey*, when disaggregating data by race and parental occupation or parent level of education or parental presence still found significant underachievement of black students compared to white and Asian students (Toronto Board of Education Research Services, report 205 [1993], p. 30). However, an "unapproved final copy" of the "Teenage School Dropout and Young Adult Unemployment Report," based on findings of the *Ontario Health Supplement*, found that neither immigrant nor cultural minority status distinguished dropouts from non-dropouts (p. 24). However, as Patricia Daenzer and George Dei note, "many of these studies are methodologically limited for our purposes since the sample categories are 'visible minorities' or 'racial minorities.' This conflating of the experiences of students from a wide range of cultures and ethno-specific groupings obscures scientific specificity." See Daenzer and Dei, "Issues of School Completion/ Dropout: A Focus on Black Youth in Ontario Schools and Other Relevant Studies," p. 1. Paper commissioned by the Ontario Royal Commission on Learning, 1994.
- 4 Jerry Paquette, "Major Trends in Recent Educational Policy-making in Canada: Refocusing and Renewing in Challenging Times," p. 22, 23, 28, 31, and 32. Paper commissioned by the Ontario Royal Commission on Learning, 1993.
- 5 Ontario, Ministry of Education and Training, *Education about Religion in Ontario Public Elementary Schools: Resource Guide* (Toronto, 1994), p. 7.
- 6 Ontario, Ministry of Education and Training, *Education about Religion*.
- 7 For one school board's analyses of these phenomena, see Maisy Cheng, Maria Yau, and Suzanne Ziegler, *The 1991 Every Secondary Student Survey*, part 2, *Detailed Profiles of Toronto's Secondary School Students*, and part 3, *Program Level and Student Achievement*, reports 204 and 205 (Toronto Board of Education Research Services, 1993); and Robert S. Brown, *A Follow-up of the Grade 9 Cohort of 1987 Every Secondary Student Survey Participants*, report 207 (Toronto Board of Education Research Services, 1993).
- 8 Stephen Lewis, "Report on Race Relations" (1992), p. 20.
- 9 Child, Youth and Family Policy Research Centre, *Visible Minority Youth Project* (Toronto: Ontario Ministry of Citizenship, 1989). See "Education and Visible Minority Youth" in this report, p. 33–34.
- 10 Cheng, Yau, and Ziegler, *1991 Every Secondary Student Survey*, part 3.
- 11 Brown, *Follow-up of the Grade 9 Cohort*.
- 12 Board of Education for the City of York, Planning and Research Department, *Report to the Standing Committee on Race Relations* (Newmarket, ON, 1994).
- 13 Scarborough Board of Education, *Report on the Consultation with the Black and Caribbean Community* (Scarborough, ON, 1991), p. 23.
- 14 Ontario, Ministry of Education and Training, *Learning or Leaving? The "Dropout" Dilemma among Black Students in Ontario Public Schools* (Toronto, 1994), p. 5. Prepared by George Dei.
- 15 The Four-Level Working Group on Metropolitan Toronto Black Canadian Community Concerns, *Towards a New Beginning* (Toronto, 1992).
- 16 See George Dei, "Beware of False Dichotomies: Examining the Case for 'Black Focused' Schools in Canada," no date.
- 17 Lennox Farrell, for the Black Action Defence Committee. Presentation to the Ontario Royal Commission on Learning, 1993.

- 18 In Ontario, separate schools were established for black students under provincial legislation (The Common Schools Act, 1850). Separate publicly funded schools for black children were located in Amherstburg, Brantford, Chatham, London, Niagara-on-the-Lake, and St. Catharines in the 19th century, although the legislation was not repealed until 1964.
For more on the history of black education, see:
Keren Brathwaite, "The Black Student and the School: A Canadian Dilemma," in *African Continuities/L'Héritage africain*, ed. Simeon W. Chilunga and Saida Niang (Toronto: Terebi, 1989).
Daniel G. Hill, *The Freedom Seekers: Blacks in Early Canada* (Toronto: Stoddart, 1981).
- 19 For a discussion on this issue, see Dei, "Beware of False Dichotomies," p. 21.
- 20 For an analysis of student performance on the basis of ethnicity, language background, race, class, and parental presence, see, for example, Cheng, Yau, and Ziegler, 1991 *Every Secondary Student Survey*.
- 21 For further discussion of issues facing Portuguese students, see Ilda Januario, "A Happy Little Guy? Case Study of a Portuguese-Canadian Child in the Primary Grades," *Orbit* 25, no. 2 (1994): 44–45.
- 22 Henry M. Levin, "Learning from Accelerated Schools" (1993), p. 2, a paper adapted from his chapter in *Selecting and Integrating School Improvement Programs*, ed. James H. Block, Susan T. Everson, and Thomas R. Guskey (New York: Scholastic, forthcoming).

Organizing Education: Power and Decision-Making

In earlier chapters we articulated the basis of our vision of the school system and described the kind of schools we want for Ontario's young people. We now address the question of how the education system should be organized. Our recommendations are intended to strike an appropriate balance of power among the various groups and institutions in the education system, keeping in mind that the overall goal is to increase student learning. The system should therefore be organized to support the teacher-student relationship. The aim is to have an organizational design that furthers educational objectives, makes effective use of resources, redresses inequities, and gives all stakeholders a voice in important decisions about education.

Stakeholders and power

As with so many other educational issues, there are no simple or obvious answers to questions about who should make various decisions, what governance structures make most sense, how authority ought to be exercised, or even what criteria should be used in coming to conclusions. As well, there is surprisingly little research in the area of school governance that could direct us to firm conclusions.

Over the course of our work, we came to believe that the main organizational issues are, first, the high degree of uncertainty and confusion about who is in charge; second, the sense of imbalance in the sharing of power between the key players, with parents and students playing a very minor role. There is also a commonly held perception that the organization of the system is not furthering its goals, accompanied by a belief that drastic changes in governance are required. We carefully considered these concerns, and designed our recommendations to address the problems we identified.

The organizational changes we recommend are all aimed at supporting teachers and students in schools. We recommend giving a stronger voice to students, strengthening the relationship between parents and schools, and ensuring that principals and teachers have greater autonomy in the management of their schools. At the school board level, we stress the need to clarify the roles of trustees as distinguished from supervisory officers, and outline what we see as the school board's appropriate role to support schools in improving student learning.

We also stress the need for the Ministry of Education and Training to play a strong leadership role, setting overall direction for the province's education policy, and connecting education with other areas of public and social policy. We also explain why we reject some commonly suggested solutions, such as giving parents a direct role in managing schools, or drastically reducing the number of school boards in Ontario, or even eliminating school boards entirely.

Although we propose some changes, we found no reason to alter drastically the basic organization structure of the Ontario education system, comprising a Ministry of Education and Training, school boards, and schools. Although this system is not perfect, there is no evidence that any alternative system would be preferable in balancing competing interests, improving student learning, or being more democratic. Therefore, rather than radically changing the way education is organized, we recommend improvements that should make a significant difference for the future.

The ultimate stakeholder in publicly funded education is the public, whose interests must be taken into account. Publicly funded schools belong to everyone, and must serve society's needs. The best case for public education has always been that it is a common good – that everyone, ultimately, has a stake in education. Therefore, any organizational design must protect and promote public interests.

The players

Much of the history of schooling has been an account of how each of the many stakeholders tried to influence the direction and shape of the system. The key players have their formal roles and responsibilities set down in various statutes

“At the present time the system appears to be caught up in the midst of a flood of contradictory expectations and notions of entitlement. Statements of presumed rights are much more common than assumptions of responsibility. Some effort to clarify, or to put in place a mechanism for clarifying, what each of the parties might reasonably expect from the other would be salutary.”

Council of Ontario Directors of Education

and regulations. The Minister of Education, for instance, is authorized to set diploma requirements and curriculum guidelines, certify teachers, and require school boards to have policies in specific areas. School boards must operate schools according to provincial legislation, provide educational programs for all students in their jurisdictions, and hire staff.

Principals, as we noted in Chapter 12, are responsible for managing their schools, particularly with regard to the content and quality of instruction and the discipline of students. Teachers are to develop courses of study, instruct and evaluate their students, and report on student progress. Parents and guardians must ensure that children of compulsory school age attend school, while students themselves are required to attend classes regularly, learn diligently, and act sensibly. Under the School Boards and Teachers Collective Negotiations Act, teachers' federations are mandated to conduct negotiations with school boards about their members' working conditions and pay.

It is obvious that some of the language of the Act, especially that referring to the Minister, to boards, and to principals, is often vague, and that a number of key functions (developing curriculum, for instance) overlap. This lack of clarity allows perpetual manoeuvring among players – including the Ministry, school board trustees, school board administrators, universities, principals, teachers, teacher federations, parents, the business community, even students themselves – to increase their own power. Although some ambiguity is inherent in the system, we have tried to clarify somewhat the various roles and responsibilities.

Allocating and exercising decision-making powers

At a practical level, the organization of the school system is a question of how decision-making powers are allocated and exercised. Finding an appropriate balance is a critical theme in our proposals for organizing the school system.

Ontario schools were originally established and controlled by local citizens. With an eye on efficiency and equality of opportunity, however, successive governments slowly developed larger units, culminating in 1969 with the amalgamation of more than two thousand small boards into less than 200 larger school boards, most based on the provincial county as the administrative unit. Today there are 172 Ontario school boards.

All through the 20th century, there have been conflicting pressures toward centralization and decentralization. In Ontario, the 1969 consolidation of school boards not only concentrated authority in a smaller number of larger boards, it also moved authority from the Ministry to these larger boards through the transfer of such functions as supervising and inspecting teachers.

The main arguments in favour of centralization are that a central authority can work out common solutions to educational problems, ensuring program quality across the province; that efficiency and economies of scale are possible with central control; and that central authorities are needed to ensure social justice and equity.

The main argument in favour of decentralization is that local communities should be able to control their own schools, and that they know best what policies and programs suit the community.

There are problems with taking either of these arguments to extremes. The challenge is to find an appropriate balance of power and control at the school, community, Ministry, and provincial levels. In the following sections we indicate how we believe authority and power should be re-allocated in the Ontario school system. In brief, we are recommending a stronger voice for students and parents; greater decision-making authority for principals, with involvement of teachers as well; clarifying the role of school boards; and articulating a strong policy leadership role for the Ministry of Education and Training.

“We encourage student input into curriculum content...[and] the concept that all students should be respected and given an opportunity to express themselves...”

Schools

Because schools are the heart of the education system they must be the centre of change in education. Change can only occur through a re-alignment of roles and responsibilities of the key players at the school level.

Students

In presentations to the Commission, students provided insight and perspective, making common-sense suggestions for improving schools. We believe the school system will benefit substantially by systematically seeking their views and taking their opinions seriously. While it makes sense to do this on an informal basis for students in Grade 6 and younger, we believe it should be formalized for those in Grade 7 and up.

There are three forums in which this should happen. First, all boards should include at least one student member, elected by fellow students. Student trustees should have input into and a vote on all board deliberations, subject to the usual conflict-of-interest and legal requirements. Several Ontario boards, for instance, the Kenora Board of Education and the Stormont, Dundas, and Glengarry Board of Education, have student trustees, although under the current provisions of the Education Act, they cannot be regular voting trustees. Evaluations to date suggest that having student trustees has been successful and meaningful.

Second, student councils should, in addition to organizing social events, be responsible for gathering and presenting student views on schooling in a regular and systematic manner. This might be done through regular forums or surveys or other means, depending on what the student council decides. They should also provide on-going advice to student trustees.

Third, there should be a Student and Youth Council similar to the Ontario Parent Council which the Minister recently created. The membership would include representatives of the three provincial student organizations, a representative of recent graduates, and a representative of young people not in school. Its mandate, like that of the OPC, would be to advise on all educational matters, and to seek further ways to involve students in decisions that affect their lives. A formal training program should be instituted for all students who are elected to be representatives, while part of the professional development of teachers and principals would include

Parents, students and administration should participate in teacher evaluation.”

London and Middlesex County Roman Catholic Secondary Schools, Student Council Prime Ministers

training to work closely with the new student leadership.

Additionally, we also suggest that a Students' Charter of Rights and Responsibilities, setting out clearly the kinds of roles outlined above, be distributed each year to every student in the province, and that school time be made available for the student council to ensure that all students are fully aware of the contents and implications of the charter. Although students already formally have rights beyond merely the right to a good education, such as the secondary school students' right to be told in advance about the content of course work and methods of evaluation, we understand these are often ignored. Students need clear statements and explanations of their rights and responsibilities, and of the school's code of behaviour and discipline policies.

Recommendations 143, 144, 145, 146, 147, 148

**We recommend that all boards have at least one student member, entitled to vote on all board matters, subject to the usual conflict-of-interest and legal requirements.*

**We recommend that student councils be given the responsibility for organizing students' views on all aspects of school life, and for transmitting these views to teachers and principals with responses sent back to students in a systematic way, and that they provide advice to student trustees.*

**We recommend that the Minister of Education and Training establish a Student and Youth Council, to advise on all educational matters, to seek further ways to involve students in decisions that affect their lives, and to sponsor research about what students can do to improve learning in schools.*

“It is possible that the voice of the principal is muffled, albeit not intentionally, by several existing institutions, which include (1) the affiliates of the Ontario Teachers’ Federations, who speak for their majority stakeholders, the teachers of Ontario; (2) the supervisory officers, who speak from a more global point of view; (3) the parents and their respective interest groups, who have specific interests for their children; and (4) trustees, who have their own perspectives on their political responsibilities.”

Ontario Principals’ Association

**We recommend that the Ministry organize a collaborative process for developing a Students’ Charter of Rights and Responsibilities, and that the process include a significant role for students. The essential elements of such a charter must include a description of the kind of information a student is entitled to receive, the programs and services to which a student is entitled, the responsibilities a student is expected to accept, the role that students are entitled to play in the decisions made in the system, and the recourse available if students feel that their rights have not been upheld.*

**We recommend that students be involved in developing and regularly reviewing codes of behaviour and other selected policies and procedures that flow from the Students’ Charter of Rights and Responsibilities at both board and school levels. These policies and procedures may not take away from the rights and responsibilities specified in the charter.*

**We recommend that information about the students’ charter and all policies and procedures that directly affect students be made available to all students in a way most students can readily understand.*

Teachers and Principal

Chapters 7 through 10 provide the Commission’s vision of schools and of the program for students. In Chapter 12, we outline our perspective on the role of principals and teachers

in the operation of schools, stressing the responsibilities of principals to stimulate and support improved teaching and learning in their schools. If principals are responsible for creating and sustaining the conditions for effective teaching and learning in school, they need to have the power, within guidelines set by the school board, to make decisions about certain central issues, such as staffing and how funds are to be allocated.

Teachers, as professionals on whom the success of the school depends, should also be involved in areas of school management, particularly those relating to curriculum, instruction, and assessment of learning, as well as to parents and the community. If teachers’ professionalism is enhanced through stronger preparation and on-going development, as we suggest in Chapter 12, then their professional competence should be recognized through their participation in school decisions.

We believe that, in their schools, teachers and school administrators should have considerable professional autonomy to judge which school organization and teaching strategies are most likely to lead to high levels of student learning. At the same time, they must be held accountable for student achievement in the school and for reporting regularly to parents.

Throughout the developed world there have been, over the past decade or more, experiments with what is usually termed school-based management or site-based management, in which significant authority is delegated from the central authority, usually the school board, to the school. Various models have been established in countries such as Australia, New Zealand, Sweden, and Britain, as well as in Utah and in Florida’s Dade County.

It is important to note that the term school-based management might refer to delegation of authority either to the principal and teachers, or, in other cases, to school councils in which much or even most of the authority is vested in parents. At this point, we refer only to models in which staff have increased authority. The decision-making power may be vested primarily in the principal or be shared between principal and teachers.

In Canada, the most well-known example is Edmonton, which in 1976 became one of the first boards to shift some decision-making authority to the school. Many school boards, including some in Ontario, have since moved at least

minimally in this direction. The Carleton Board of Education, for instance, expects schools to make many decisions about curriculum, evaluation, reporting, and school structures, as well as determine to some extent how the school operations budget will be allocated.

The arguments advanced for such a shift in responsibility vary somewhat, but are often framed in terms of freeing schools from the constraints of bureaucracy, so that they will be more successful. In Dade County, for example, schools request waivers to exempt them from various school board regulations and collective agreement provisions.

What has been the result of all this shifting of responsibility? Has it made a difference to students? In assessing site-based management, it is important to realize that, for the most part, the shift has taken place for political rather than educational reasons.¹ Joyce Scane, of the Ontario Institute of Studies in Education, has concluded that decentralization does not have substantial effects on school programs:

Looking at the research as a whole, there is no evidence that decentralization to the school level, per se, will lead to improvement in classroom practice and student achievement...²

The important words here are “per se.” In other words, just because decisions are made at the school level rather than the board level does not necessarily mean they are better. Sometimes principals and teachers may focus on areas that have no payoff at all in terms of student learning, or may get so caught up in the day-to-day school management and administration that they are distracted from what should be their main activity: providing meaningful educational programs to their students.

This is why, although we recommend that principals have considerable autonomy within their schools, we stress their responsibility to keep student learning as the top priority. Of course, with autonomy and responsibility comes accountability. Principals must not be diverted into focusing on issues that are only incidentally related to improving teaching and learning. Clear expectations from the Ministry and the school board set the overall priorities within which schools decide how to proceed.

Simply sharing power is not enough: schools and school systems must also be redesigned to ensure that teachers and principals actually have the knowledge and skills to make changes, that they get accurate and regular feedback about

“Community support and input are necessary and welcomed.

However, educational decisions, in our view, must ultimately be made by the educators. When the school community is assured that their input is welcome and will be considered, a mutual trust between the public and educators can be built up.

The autonomy created through site-based management allows principals, teachers and students the opportunities to create change, develop programs and to make decisions that are of value and meaningful to their individual schools.”

Stormont, Dundas and Glengarry Elementary Principals’
and Vice-Principals’ Association

school performance, and that there is a clear focus on instructional improvement.³ Staff, under the leadership of the principal, must work together within a framework of agreed-upon goals and standards, to develop and implement their plans for moving toward their goals.

Principals and teachers must use their leadership skills to build and sustain school cultures that focus on student learning. Requiring each school to develop a school growth or improvement plan, articulating school objectives and plans for achieving them, can be an important tool in achieving this. Such school growth plans would be developed within the overall framework of MET and school board guidelines.

We have stressed the importance of linking more closely schools and community, and here too, we believe that principals should have considerable autonomy, deciding how to allocate school funds and design school initiatives to better meet local needs. To do this effectively, school staff must understand the community served by the school. With the help of the school-community councils we propose in Chapter 14, schools should be better able to meet unique local needs. Principals and teachers must reach out to the community to forge strong relationships and partnerships that will relieve some of the non-academic burdens that schools are increasingly shouldering.

As well, we believe that school boards must recognize principals as key members of the senior management team, with a major role in policy development as well as implementation.

Recommendation 149

**We recommend that the Ministry phase in a policy requiring school boards to turn over an increasingly significant portion of the school budget to principals, on the condition that the school have a school growth plan; that this plan be monitored by the board; that teachers participate in decision-making concerning curriculum, assessment, professional development, and staffing; and that the school demonstrate how it reaches out to students, parents, and the community.*

One more staff role that is relevant in secondary schools should be addressed. The departmental structure could be altered to help the principal meet new responsibilities in running the school. We heard stiff criticisms of some departments for their insularity and territorial mentality, a situation that can hardly be tolerated. Department heads are needed to provide leadership, both in the school as a whole and within their departments to create a collegial professional culture that is especially helpful to new teachers.

As we said in Chapter 12, we see three important new roles for department heads. In the first place, because of their subject expertise, we want them to assist the principal by helping to evaluate teaching performance as well as helping teachers improve. Second, they should assist the principal in managing the school. With many new responsibilities for budget management, school-based as well as board-wide policy development, promoting better relationships with

parents and community alliances, principals need to be able to rely on a capable group of department heads to assist them in all these areas. Third, department heads must take on a strong leadership role in developing and implementing the new curriculum we are recommending. Department heads together should encourage teachers to work cooperatively across grade levels and broader program areas. At the same time, their subject expertise will help them to ensure that the essential elements of each subject are strengthened, not lost, in the more collaborative and integrated approach to curriculum.

Parents

We believe that it is crucial for schools to work more collaboratively with parents. As we have stressed throughout this report, parents have a central role to play in the education of their children. In recognition of this role, we recommend the development of a Parents' Charter of Rights and Responsibilities.

The Ministry should develop such a charter, in consultation with the regular stakeholders, to be distributed annually to each student's family. The charter should clearly set out the rights of parents to be made welcome in the school, the kind of regular, personal contact they can expect from teachers, and the kind of support they can expect to enable them to be more helpful to their youngsters' school life.

Recommendations 150, 151, 152

**We recommend that a Parents' Charter of Rights and Responsibilities be developed at the provincial level as a result of collaboration among parents, teachers, administrators, and political decision-makers.*

**We recommend that parents be involved in developing student codes of behaviour, and other policies and procedures that flow from the Students' and Parents' Charter of Rights and Responsibilities at both board and school levels.*

**We recommend that information about the students' and parents' charters and all policies and procedures that directly affect students and parents be readily available to parents.*

Parents vary in the degree to which they want to be involved in their children's schools, and also differ in the type of involvement they want to have. On balance, it appears that only a small minority of parents want to partic-

ipate in school governance or decision-making. Most parents want to be able to communicate their concerns and aspirations, and to have schools respond in a respectful and helpful manner. Parents want, and are entitled to, information about the policies and goals of their child's school and board, and about their child's progress. If there are learning problems, they want to be informed and want the school to address such problems.

There are several kinds of problems that may arise between parents and the school. Some parents may be intimidated by unwelcoming or unresponsive staff members; some may be concerned about their own levels of education or their imperfect English or French. Some may have only small amounts of time because they work long hours. Many just want a meaningful relationship with their children's school. Whatever the circumstances, there is much that can and must be done to make schools more welcoming. Schools must continue to reach out to parents who, for whatever reason, are uninvolved or uninterested in their children's school life.

We believe all principals and teachers must become aware of the research on the value of parent involvement with their children's school life, and act upon it. Principals and teachers must learn and practice the many effective strategies for successfully reaching out to parents, particularly those who are unlikely to become involved on their own.

Certain kinds of parent involvement pay handsome dividends: higher student achievement, higher aspirations, better attendance, improved classroom and school climate, and more positive relationships between parents and teachers – a welcome list of benefits indeed. The key activities that appear to lead to these happy results are, first, following the child's progress at school and helping at home with homework and projects; second, attending various school performances and sports events; and third, acting as a volunteer in the classroom. Research strongly suggests that such activities have a more direct and positive impact on the student's progress than does active participation in parent organizations, valuable though this may be for the school in general.⁴

We believe it is crucial for schools to seek out parental opinion on important issues. Well beyond the occasional meet-the-teacher sessions, parents need regular mechanisms through which they can give input and raise concerns, not only in relation to their own children, but also in relation to

“We see greater participation for parents at the school level in an advisory capacity. The establishment of school advisory councils could help facilitate this. A Ministry which sets standards and monitors. School boards, representing their communities, but with redefined roles and probably fewer trustees and supervisory officers.”

Council of Ontario Separate Schools

voices

education and other school issues. For instance, when choices are being made about the use of multi-age groupings, or about smaller class sizes as opposed to specialist teachers, parents should have a chance to give their views.

Although we believe that the school's teachers and principal should make decisions about staffing and instruction, their judgments should be informed by knowledge of parental preferences and concerns. In Chapter 12, we also recommend that schools and school boards develop ways of systematically eliciting parental opinion about teaching and school climate.

In Chapter 14, we recommend the formation of school-community councils, in which we see parents playing a vital role. But, because their mandate is primarily to forge community alliances, we do not see these councils as having a decision-making role in relation to school management, although we would expect them to participate and be consulted in many aspects of the life of the school.

We noted earlier that many recent education reforms have included a transfer of decision-making authority from the school board to the school. In some, but by no means all, of these jurisdictions, parents and community representatives are given significant decision-making power, usually through a parent or community council for each school. Education reforms in New Zealand and Chicago, for instance, have resulted in strong parental roles in governance, with significant decision-making powers vested in parent councils. In Canada, Quebec has legislated parent councils in every school, but in an advisory capacity only.

In terms of student achievement,

there is little evidence to suggest that parent involvement in governance affects student learning in the school, although there may be other benefits and indirect effects.⁵

This conclusion leaves a number of unanswered questions; for example, would the results be different if parent councils operated differently, or if parents and teachers were better trained for their new roles, or if other changes were made? Nevertheless, we have concluded that, at present, there is no solid basis for establishing parent councils as governing bodies for all schools in the province.⁶

In reaching this decision, we carefully considered many factors. Only a small minority of parents seem to want greater decision-making powers in their children's schools, as suggested by the very small number who now are active in home-and-school associations and the relatively small number who indicated a desire for such active involvement. Also, there is little or no evidence that local parent councils improve learning – the touchstone for all our deliberations. The professional qualifications of the school staff suggest they are in the best position to know what constitutes good teaching and learning. Such councils would place an unneeded additional burden on principals. Furthermore, given all this, we feel that a parent council with a mandate to manage schools and make decisions would constitute a serious diversion of resources and energy from the real priorities that should mark greater parental involvement in schools. That being said, wise principals and interested parents can, and indeed must, find many ways to ensure that

parents are involved in the life of the school, and to seek out parental concerns and advice.

Recommendation 153

**We recommend that all schools in Ontario be accountable for demonstrating the ways in which they have strengthened parents' involvement in their children's school learning.*

The school growth plan described earlier in this chapter is the most likely vehicle for ensuring that schools do this; at the next level of accountability, annual board reports will disseminate the information.

The community

The relationship between school and community is so central to our vision of reforming the education system that we have made it one of our four engines driving the change process. The school-community councils we recommend are new institutions that we believe will be absolutely essential if Ontario schools are to create an improved learning environment for all students.

In Chapter 4, on the purposes of schooling, we distinguished between primary and shared school responsibilities. While academic learning is the primary purpose of the school system, meeting the varied non-academic needs of children is a responsibility the school shares with the broader community. Teachers and schools can fulfil these social responsibilities only if they are supported by appropriate resources from the community outside the school. Helping to organize and mobilize those resources is the general function of these new school-community councils.

In a real sense they would be the eyes and ears of the school in the world outside. Led by the principal, and comprising teachers, parents, students, and community members, they would identify the needs of the school and of the community. They would create the alliances that serve the non-academic needs of the students, so that teachers could concentrate on better teaching. They would help carry out career-day programs, as well as help find students more opportunities and placements in co-operative education schemes.

School-community councils might recommend to the principal certain community themes for the school's locally determined curriculum content. We see these councils as monitoring the charters of rights and responsibilities for

both parents and students. Inevitably they would want to advise the principal, in general terms, on ideas for school improvement. And finally, it only makes sense, given their mandate, that they would have the right to be consulted by the school board when a new principal was being chosen. But we stress that their role in relation to the management of the school is only advisory.

There are many benefits of collaborative links with the community. They

- strengthen school programs by drawing on new pools of expertise;
- build public support for schools by giving non-educators direct knowledge and experience of schools;
- show students their school is important enough to motivate other adults to take time to contribute to it;
- contribute to a culture that encourages mutual concern about quality of life.⁷

For these reasons, among others, we identified school-community alliances as one of the levers of change, and recommended in Chapter 14 that school-community councils be created in all schools.

School boards

Between the province's schools and its Ministry of Education and Training stand the school boards. As in so many other parts of the education system, dealing in depth with boards is more complex than most Ontarians might expect. To begin with, depending on how they are counted, the province is divided into 172, 169 or 168 school board jurisdictions; of these, 128 operate more than one school. A board jurisdiction may be a municipality, a county, a region, or even a hospital treatment centre. Depending on the size of the total population it represents, a board can have from three to more than twenty elected trustees.

Boards range in size from the few that operate no schools at all (purchasing educational services for the few students in their jurisdiction) and boards such as the Murchison and Lyell District School Area Board with fewer than twenty students, to the Metropolitan Separate School Board with approximately 100,000 students, the largest in Canada. Some boards have no administrative staff beyond the school level, while others have large and highly sophisticated bureaucra-

“Government continues to initiate provincial policy on one hand and to reduce the financial resources on the other; the range of services and programs required are continuously increasing but never decreasing... the imbalance creates incredible pressures for trustees and staff.”

Nipissing Board of Education

VOICES

cies.⁸ Most of the discussion that follows refers primarily to the 128 Ontario boards that have more than one school.

School boards, governed by locally elected trustees, decide on the facilities, programs, services, and resources that will be made available in a locality, and they also set the level of local education taxes. Their responsibilities are outlined in the Education Act, as well as in relevant Ministry regulations. School boards also hire teachers and other staff, and negotiate collective agreements. They develop and deliver programs and curricula for all students, including those with special needs. By setting budgets and requisitioning taxes, boards share with the province the responsibility for financing education.

School boards occupy a somewhat precarious place in the public consciousness. We suspect that few people know either the name of their local trustee or the nature of the trustee's role. In most urban areas, the media give little attention to the day-to-day operations of the school board, although they may publicize crises of various sorts. The voter turnout for school-board elections is notoriously low (even less than for other local offices), and, as an apparent reflection of public interest, many trustees across the province are not challenged in elections but are acclaimed with no opposition. These unfortunate realities may well call into question the legitimacy of the trustee role. This lack of public awareness seems particularly inauspicious, given that such a large proportion of taxes at the municipal level go directly to support education.

The term *school board* may refer to trustees, who are elected to represent local constituents for three-year terms. When the term is used more inclusively, it refers to the

“Educational research indicates that successful schools have a degree of autonomy and that they involve their immediate community, particularly parents, in the exercise of that autonomy. The partners in the community are involved in the setting of goals, the development of policies and the creation of a basic philosophical approach.

At the same time, the complexity of our society is such that schools on their own would find it difficult and prohibitively expensive to provide many of the services they need.

School boards can provide to schools sophisticated services in such areas as curriculum development, supervision of instruction, equitable distribution of resources, computer services, and economical purchasing.”

Council of Ontario Directors of Education

trustees and the staff in a given jurisdiction. In addition to the elected trustees, the other key people in the central offices of the school boards are the supervisory officers, including the director of education, who are the senior administrative staff.

There are a number of contentious issues relating to school boards. They are:

- establishing whether school boards are needed, and if so, what their roles should be;
- the relationship between trustees and administrators;
- the remuneration of trustees;
- the number of trustees;
- the way school boards relate to schools; and
- the number of school boards.

The need for school boards

In many jurisdictions, school reform has involved eliminating or sharply curtailing the power of boards, regional decision-making, or administrative bodies in education.

This has been the case in Britain, with its Local Education Authorities (LEAs), in New Zealand, as well as in the City of Chicago. The justification has been that eliminating a layer of bureaucracy increases efficiency and accountability and strengthens local control of schools. The effects of such changes are not always clear, but there is no compelling evidence to suggest that they are positive. It must also be noted that generalizing from one country or educational context to an entirely different one is dangerous indeed.

We do not support elimination of school boards in Ontario. Particularly in such a large and diverse province, we see no way in which five thousand schools could be administered either individually or by the Ministry of Education and Training. We regard boards as having an important democratic function; moreover, education is a significant enough public activity to merit its own locally elected representatives, with responsibilities that neither municipal councillors nor members of the provincial legislature can handle properly.

While we describe it in more detail later in this section, the relationship between school boards and their schools can briefly be described as crucial for creating and sustaining the kinds of schools we need. We also believe that local control of education is best exercised by the public election of trustees, who are expected to be knowledgeable about community priorities and local conditions.

Nonetheless, we believe it is important to clarify what the school boards' role should be, as distinct from that of the Ministry on one hand and individual schools on the other. We have recommended that more responsibility for determining school budget allocations be delegated to principals, and we see a strong policy leadership role for the Ministry. Therefore, school boards are necessary for translating provincial policy into local contexts, for setting local priorities, and for providing co-ordination and support for their schools.

Clarifying roles of trustees and administrators

Like so many elected office holders and civil servants, trustees and administrators co-exist in a state of almost permanent tension and mutual dependence. Trustees rely to a great extent on the advice and expertise of the supervisory officers, who are senior educators with board-wide management responsibilities. Although trustees are responsible for overall policy, and supervisory officers for administration, the line between the two functions is not always clear.

Over the last few years, the distinction has become increasingly blurred, and senior administrators frequently find their time taken up carrying out unimportant tasks for trustees, tasks that seem unrelated to educational issues. Overlaps, gaps, and competing obligations in both groups may detract from the main teaching and learning purposes of schools.

The difficulty for most school boards, therefore, is distinguishing between policy-making and policy implementation. Obviously, the two parties will disagree about what exactly policy is and what is administration. We were told that trustees tend to get too involved in the micro-management of operational details that are better left to supervisory staff. Moreover, the problem seems to be made worse by Ministry regulations that require school boards to ratify many decisions that staff could handle.

For instance, boards must now ratify all teacher hirings. It would seem to make more sense for them to develop and approve hiring policy, leaving staff responsible for hiring teachers within such policy guidelines. In turn, staff believe they often spend too much time preparing material for trustees, rather than concentrating on supporting education in schools.

It is time to clarify the roles and responsibilities of both the elected trustees and their administrations; therefore, drawing on considerable recent research and writing, we suggest a clearer distinction between them.⁹

In brief, trustees should not interfere in operational matters, but ought to set the broad parameters, and then let staff get on with managing the system within them. This includes articulating the mission or vision of the board, which usually includes some indication of the values the board wishes to infuse throughout the system. Good policy development does not prescribe how a policy is to be implemented, but does set some limits; for example, a board will specify a cost figure that is not to be exceeded, conflict-of-interest guidelines that are not to be breached, or ethical frameworks that are not to be disregarded. It is then up to senior administrators to find the best way to achieve the required results in different circumstances. Administrators can then be held accountable for the results they achieve.

Given that current regulations do not always support a clear division between the roles of elected and appointed officials, and in view of the complex issues trustees must

Key responsibilities of trustees and senior administrators

Trustees	Director and Supervisory Officers
1. Articulate and support board mission/vision to guide planning and decisions.	1. Provide leadership, clarify board vision for schools, and communicate clear goals to schools.
2. Represent the interests of the public, and of constituents.	2. Within board policies, set criteria for staff recruitment, selection, and training, in order to ensure high-quality staff.
3. Establish board policies within the provincial framework that are flexible and appropriate to local communities.	3. Provide co-ordination for school-community linkages across organizations.
4. Appoint, support, and monitor the Director of Education (the chief executive officer).	4. Help schools develop human capacity and get needed financial resources, including re-allocating resources as necessary.
5. Provide direct lines of communication between the school system and the general public.	5. Ensure that schools are operated according to provincial acts and regulations, and that these regulations serve the needs of students.
6. Assess and approve budgets to ensure resources and requisition taxes.	6. Ensure the development and implementation of educational programs in the schools.
	7. Are accountable for student learning and system monitoring and ensure that schools use assessment results to improve learning.

face, we suggest that they be offered well-developed professional development programs, as is already the case in many school boards. We note the helpful *Handbook for School Trustees in Ontario*, published jointly by the province's school trustees' associations and the Ministry of Education and Training.¹⁰

Recommendation 154

**We recommend that the Minister of Education and Training, in consultation with the provincial trustees' associations, review and revise the legislation and regulations governing education, in order to clarify the policy-making, as distinct from the operational, responsibilities of school board trustees.*

Trustee remuneration

Our recommendation on clarifying trustee responsibilities has implications for trustee remuneration, a topic that has been a matter of public controversy for the past few years.

Although elected school board trustees have frequently been accused of living high off the public purse, the facts, for the most part, paint a quite different picture.

While most media attention has focused on a relatively few boards whose trustees suddenly proposed to greatly increase their own stipends, in fact, in 1992 about half of all Ontario boards paid themselves less than \$10,000 a year per trustee, and in many cases, far less.

In only 17 boards did trustees receive more than \$15,000. And only in the following seven boards did they pay themselves as much as \$20,000: Etobicoke, Scarborough, Peel, Metro Roman Catholic Separate, Metro French-language Board (all between \$20,500 and \$30,000), North York (\$32,000), and the City of Toronto, far ahead of the field at \$49,383.

The incomplete data available for 1994 indicate only small province-wide changes from the 1992 figures, including North York, where trustee pay has risen to \$33,330, and Scarborough. Scarborough trustees decided to raise their pay from \$22,000 in 1991 to \$30,000 in 1992, which was then to have increased to \$33,000 in 1993 and to \$36,000 in 1994. When these decisions caused a media and public uproar, the trustees revisited their original decision and settled for \$30,000.

In the midst of recent generalized attacks against high-priced trustees, too little attention has been paid to the fact that this province is blessed with hundreds of dedicated trustees who spend many hours a month carrying out their board duties, often for distinctly modest reimbursements.

Our view is that our recommendation that the Ministry clarify and distinguish more clearly between the functions and responsibilities of trustees and administrators will mean

that the role of the trustee can be defined as part time. If trustees focus on their responsibility to articulate a vision or mission to guide the board and its schools to set overall policy, and focus on results rather than on process and management, there would seem to be little justification for treating their responsibilities as a full-time job.

Therefore, we believe that, as part-timers, all trustees should be paid accordingly. While most boards actually do provide remuneration consistent with the part-time nature of the position, we believe that other boards should follow suit; in our view, a reasonable maximum would be \$20,000. To gain a perspective on this figure, we note that 95 percent of all trustees in Ontario fall below it – many of them well below.

Recommendation 155

**We recommend that the Ministry set a scale of honoraria for trustees, with a maximum of \$20,000 per annum.*

Numbers of trustees

What should be the maximum number of trustees elected for each board? At the moment the numbers range between 8 and 23. Some research on effective boards suggests that, because large boards can become unwieldy, caution should be exercised in deciding on boards of more than seven people.¹¹

However, Commission members are not of one mind on the right size of a board; some of us feel strongly that between 8 and 12 trustees is the optimum, while others believe that any number is bound to be arbitrary. Certainly, two relevant factors in determining board size should be its geographic location and the population it serves. We conclude only that there should be continuing efforts to reduce the number of trustees, once consistent criteria have been developed.

School boards and schools

Important as it is to clarify the respective roles of trustees and administrators, there is still the question of the role of school boards in relation to the schools they administer. Aside from the obvious personnel and finance functions, including collective bargaining, what part do boards play in developing and implementing programs and instruction?

We noted earlier that, on their own, schools would find it difficult to sustain excellence and continue to improve; most

need significant support from outside the school. In a province as large as Ontario with 5000 schools, it is not realistic to expect that such support can be directly provided by a provincial agency. This is where the school board, through its supervisory officers and other professional staff, has a role.

Some research suggests that school boards can be a significant factor in how successfully schools in their jurisdiction manage student learning. In general, the strategy seems to involve frequent communication between schools and the central office (as well as among schools), with little reliance on bureaucratic rules and structures.¹²

Through their supervisory officers and other professional staff, boards can provide direction and focus for schools, communicating clear policy guidelines and helping them set priorities, often among a multitude of conflicting demands. School boards can assist principals and teachers to establish professional networks outside their own schools, and can mediate in school-community conflicts. The increased emphasis on monitoring and reporting on student learning and on other indicators (as recommended in Chapter 19) will make it particularly important for boards to help schools act on the results of board-wide program reviews and student-testing programs. Schools will need assistance in using the results of such monitoring to improve their programs and teaching. Supervisory officers, as well as principals, may need to develop their own skills and understanding of these new roles.

Within Ministry and board guidelines, we believe that school boards should give principals maximum flexibility to organize and operate their schools as they see fit, with the considerable involvement of teachers, and always considering input from parents, students, and the community.

A commonly raised criticism of school boards and of the education system in general is that the system is top heavy, that too much money is spent outside the classroom and too high a proportion of staff are in non-teaching positions.¹³ The validity of this criticism is difficult to establish, partly because the data on staffing allocations across school boards are rarely comparable. School boards do not always classify staff with similar functions in the same way.

Although making judgments about available data is not easy, the information we have suggests that the problem is not as serious as has been commonly claimed. In some

boards, for instance, staff classified as non-teaching are classroom teaching assistants. Although such staff do not have teaching certificates, they work directly with students under the general direction of teachers.

We have already pointed out in Chapter 12 that the responsibilities of supervisory officers will have to be reviewed in light of our recommendations. Staffing decisions must be made with a view to strengthening teaching and learning functions, and there may well be room for further reductions in central office staff.

The number of school boards

Throughout our public hearing process, we were often told that there are too many school boards in Ontario. Many, including the Minister of Education, have suggested that some boards should be consolidated to provide more efficient delivery of educational services. Other provinces – for example, New Brunswick, Prince Edward Island, and Alberta – recently have drastically reduced the number of school boards. Given the frequency of the suggestion and the vigour with which it was usually made, we examined this issue carefully.

At one time Ontario had more than four thousand small school boards, many responsible for only one school. Following a series of consolidations, the 1969 amalgamation reduced what were more than two thousand school boards to fewer than two hundred. Since then there have been further reductions in the number. Many people may be surprised to learn that, on average, school boards in Ontario are already larger than those in any other province. As shown in Table 1, Ontario has more schools per board and

more students per board than other provinces. In a 1986 report on trustee apportionment, a research team from the Ontario Institute for Studies in Education warned that large boards, those with more than 40,000 students, may be in danger of losing their connection to the community.¹⁴ Ontario already has 13 boards in that category (see Table 2).

TABLE 1:
School Boards in Canadian Provinces*

Province	Number of boards	Number of schools	Enrolment	Schools per board	Enrolment per board	Enrolment per school
Nfld.	27	515	120,460	19	4,461	234
P.E.I.	5	72	24,280	14	4,856	33
N.S.	22	524	168,430	24	7,656	321
N.B.	18	453	138,840	25	7,713	306
P.Q.	158	2,977	1,047,260	19	6,628	352
Ont.	169	5,539	2,036,130	33	12,048	368
Man.	57	831	209,430	15	3,674	252
Sask.	111	978	204,650	9	1,844	209
Alta.	141**	1,727	529,175	12	3,753	30
B.C.	75	1,952	598,780	26	7,984	307
Total	783	15,568	5,077,435	20***	6,485***	326***

*Source: Canadian Teachers' Federation, "Economic Service Bulletin," February 1994.

**The number of school boards in Alberta was reduced in 1994 to 57, plus three francophone jurisdictions.

***Means or averages.

The recent consolidation of school boards in other provinces has still resulted in boards considerably smaller than most of those in Ontario. Because of the size and complexity of this province, there is no reason to assume that the move to more centralized control elsewhere would be appropriate here. Ontario has 40 percent of the elementary and secondary students in Canadian schools, located in an enormous geographic area and in communities that are remarkably diverse.

Table 2 shows the size distribution of those 128 Ontario boards that have more than one school (as opposed to schools that purchase services from other boards, or boards that operate only one school, or special boards that run classes only in care and treatment centres).

TABLE 2:
Size of School Boards in Ontario

Student enrolment	Number of boards
Fewer than 3,000	33
3,000-9,999	35
10,000-39,999	47
40,000-74,999	9
75,000 or more	4

There is no formula, nor do there seem to be any objective criteria, that would allow us to conclude that there are too many school boards in Ontario. It is true that removing the French-language sections to form separate French-language school boards, as we recommend in Chapter 15, would result in some boards so small that their viability would be dubious, and we encourage such boards to amalgamate with those adjacent to them. In fact, the same may be true of some other very small boards. Here, as everywhere in this report, we encourage communities to use local strategies and solutions to fit local situations. Any more general consideration of amalgamation of school boards must take into account their incredibly varied nature and size, and must also consider mechanisms for sharing services, as well as for dealing with political representation.

A review of education needs in the North, conducted in 1992-93 by the Ministry of Education and Training, found that recent co-operative initiatives are successful in addressing student needs, but because these initiatives tend to be limited to a specific geographic area or to a particular level of

The Integrated Services for Northern Children program is considered by most boards in northern Ontario to be very effective. We believe other ministries should be involved, as appropriate, in developing a more comprehensive network of co-operative services.

Service delivery organizations

There are a significant number of areas where all boards should be seeking greater efficiency; indeed, many already do so. For example, a number of smaller school boards are not in a position to provide the kind of support teachers and schools need to provide good programs to all their students. Nor do they have the critical mass to deal efficiently with transportation, purchasing, payroll, and other business functions. In those same geographic areas, health and social services agencies also often lack the numbers needed to provide good services to school children in every school area. Recognizing this problem, some boards have already banded together in co-operative efforts, and in one project the Ministries of Community and Social Services, Education and Training, and Health have jointly set up a program to provide integrated services to children in the North.

Whatever their size, many school boards in Ontario and elsewhere are turning to co-operative alliances through which they can develop curriculum resources, co-ordinate services with other ministries, purchase such services as transportation or supplies, provide professional development, or focus on a range of other areas. We see this as a desirable development, and strongly urge school boards across the province to increase such joint ventures. We believe that in many boards there is scope for even greater efficiency through sharing such important but costly services, and by achieving economies of scale through joint purchasing. Such co-operative arrangements may make more sense than amalgamation. Money is saved, while local representation and control of schools is maintained.

Although such partnerships and alliances will be essential in meeting varied student and community needs in the years ahead – especially given the remote possibility of any increase in financial resources – they are not problem free. Territoriality is a powerful force; sometimes a neutral third party is necessary to establish and maintain working alliances. As well, unless the responsibility for these alliances is specifically assigned to particular positions, they may remain reliant on the interest and good will of individuals, and thus become vulnerable to staff changes. Nonetheless, we strongly support the continued growth of a range of co-operative initiatives among boards, and between boards and other agencies.

The case of the Metropolitan Toronto (Public) School Board

The structure of education at the local level in Metro Toronto is quite different from other urban centres and was brought to our attention as an issue of concern. Metro public schools have a two-tiered system of governance: the Metro Board with representatives from seven area boards – Etobicoke, York, East York, North York, Scarborough, Toronto, and the Conseil des Écoles Françaises de la communauté urbaine de Toronto (the French-language board). Separate schools for the whole of Metropolitan Toronto are governed by the Metro Separate School Board. Our comments here relate to the public school boards.

The Metropolitan Toronto School Board was established in 1953 to provide co-ordination of activities across all the public school boards in Metropolitan Toronto. Much of the justification related to the unequal bases for assessment in the different boards, with some capable of raising tax revenues much more readily than others. In order to equalize services across Metro, a decision was made to have a super-ordinate umbrella board, with trustees from each of the member boards, to apportion resources equitably and to provide a common level of educational service. Although the individual boards continued to make decisions about many areas of policy, the Metro Board made decisions about apportioning tax revenues.

The Metro Board is a steering committee of all seven boards, with legislated responsibility for teacher collective bargaining in relation to salaries and working conditions. Such an arrangement precludes local boards agreeing to quite different contract provisions for their teachers. The individual boards continue to have separate negotiations to

Co-operative Models in Ontario

There are good models in Ontario and elsewhere for co-operative organizations to provide a range of services to schools. For example, in Ottawa and in Kent and Wellington counties, not only are school boards working together in many business areas, but they are co-operating with the municipalities and such institutions as hospitals and libraries in an effort to get the most for their administrative dollars.

Some school boards have developed partnerships with business and with other agencies to take better advantage of information technology. For

instance, the Halton Board of Education has formed a co-operative venture with regional libraries to facilitate better access to the new information superhighway.

The Ministry provided start-up funds for a co-operative venture of the Ontario Teachers' Federation, public and Roman Catholic trustees' associations, and public and Roman Catholic supervisory officers' associations, to establish the Ontario Curriculum Clearinghouse, an organization to help boards buy curriculum materials from each other, rather than develop all their own materials independently.

deal with various local issues, as well as bargaining with non-teaching staff.

Currently, the Metro Board continues to collect and distribute tax revenue to achieve greater per-pupil equity across Metro, and also deals with capital grant allocations for building and renovating school facilities. As well, Metro continues to deal with collective bargaining. Although the board operated schools for the developmentally challenged, responsibility for these schools is being divested to local boards. The other function it serves is a co-ordinating one; a variety of co-operative initiatives are carried out through the Metro Board, including producing some curriculum materials and offering the Supervisory Officer Qualification Program for aspiring supervisory officers on a cost-recovery basis.

Although the proportion of Metro education costs for the additional tier of the Metro Board is not large, the yearly administrative costs are still considerable. Given the current financial constraints, as well as the public concern about value for money, is the continued existence of the Metro Toronto School Board justified? If the present funding situation continues, it would probably make sense for the Metro Board to continue as well, since it serves a valuable function in redistributing tax revenues across the local boards, and thus ensures greater equity. The fact that the local boards are

part of the Metro Board lessens any feelings that redistribution is being imposed on them.

However, we are recommending significant changes to the funding structures in the province. If these changes are implemented, many of the Metro Board's functions would no longer be required. In Chapter 18, we recommend a shift in education financing so that funding would be determined by the Ministry, with very limited additional revenue raising permitted at the local level. With regard to capital allocation for building and renovating schools, the Ministry would also determine and distribute these funds. We have already noted that with the transfer of schools for the developmentally challenged, the Metro Board no longer has any direct program responsibilities.

With the removal of these responsibilities, it would seem both logical and efficient to gradually move to one level of public school board in Metropolitan Toronto. We believe there is every reason for the individual boards to co-operate as much as possible, but through a consolidation and sharing of resources and services, rather than through another layer of political decision-making.

In the preceding section, we note and give our strong support to current initiatives in cost sharing among school boards. Co-operative arrangements are applicable to small and large boards. The *Metro Task Force on Cost Savings Through Co-operative Activities*, established by the Ministry in 1994, is intended to create such institutionalized co-operative arrangements. The task force – which includes the Metro Separate School Board, in addition to the public school boards – is currently investigating ways for the area boards to cut costs without cutting levels of service, by collectively purchasing resources and services, by centralizing some functions, and by sharing and co-operatively developing others. We fully support this work, which is an excellent example of the kind of service-sharing arrangement discussed above.

As well, we are particularly concerned that the advantages of collective bargaining with teachers should not be lost. If boards bargain individually, negotiation costs are higher for both boards and federations. If Metro is eliminated, provincial legislation should ensure that combined collective bargaining is retained.

On balance, then, we believe the two-tiered system of political governance will no longer be necessary, following

the proposed changes in educational funding. In our view, an administrative consortium, rather than another layer of political decision-making, would better meet the needs of the public schools and school boards in Metropolitan Toronto.

Recommendation 156

**We recommend that following the proposed shift to the provincial government of the responsibility for determining the funding of education, the two-tiered governance structure of the public schools in Metropolitan Toronto be phased out, with the Metropolitan Toronto School Board being replaced by an administrative consortium of school boards in the Metropolitan Toronto area.*

The Ministry of Education and Training

Role of the Ministry

Considerable dissatisfaction has been expressed about the role of the Ministry of Education and Training. Both the public and the education community seem somewhat confused and uncertain about what part the Ministry plays and what part it should play, not only in relation to elementary and secondary education, but in relation to the other elements of its mandate: colleges and universities and workplace training. As well, there is uncertainty about the Ministry's responsibilities vis-a-vis other ministries that deal with children and youth.

Elementary and secondary education:

Much of the confusion about the Ministry's relationship to elementary and secondary education centres on control and the way it is exercised. The Ministry, like other government agencies, has traditionally exercised highly centralized control over Ontario education, relying primarily on regulation and monitoring to ensure compliance from boards and schools. In the 1960s and 1970s, however, control was so decentralized that school boards had a high degree of autonomy in the way they organized, set programs, and made a host of other educational decisions. Consolidating school boards, eliminating provincial school inspectors, and abandoning provincial Grade 13 examinations contributed to a shift of the balance of power toward school boards.

In addition, the Ministry no longer discharges all the responsibilities granted by legislation; for example, certification of teachers now seems to be semi-automatic, de-

“Our schools, Commissioners, are at the ‘beck and call’ of ministry and governmental changes. Whenever there is a change in Toronto, we experience policy swings soon afterwards. Each government has an answer for all our problems but what is happening is lack of specific goals, direction and standards.”

Waterloo County Principals' Association

voices

certification of teachers is almost non-existent, and there is a lack of follow-through on monitoring policy implementation in some areas.

In recent years, some large urban boards, especially in Metropolitan Toronto and Ottawa, have become financially independent of the Ministry, leading to further confusion about leadership in the education system. Because of educational funding provisions in Ontario, these boards raise money through local property taxes, and thus do not rely on funds from the province. This enables them to act on their own to some extent, without getting Ministry approval for all projects, or even to ignore Ministry policy directives. Some of these boards developed innovative educational programs, such as schools for the arts and for sciences, alternative schools, and other special programs which make them leaders in the province's education system. Although policy autonomy was not officially sanctioned, the Ministry seemed unable, or unwilling, to ensure compliance with many of its directives.

The result has been a considerable diversity of educational programs and experiences across the province. Although such diversity can be positive, if carried to extremes it has certain costs. In the opinion of many, there is too much variation in program and quality, and costs are not easily controlled.

During the '80s and early '90s, the Ministry also mounted a series of initiatives, such as destreaming and the Learning Program Secretariat, which seemed to further erode its credibility among various stakeholders. In the early '90s, many educators saw provincial policy as characterized by fragmentation, lack of coherence, lack of consistency, and probably most crucial, lack of accountability.

→ Educational Service Agency Networks

There are a large number of Educational Service Agency Networks operating in many states in the United States, some of which have been established for a considerable time. Reports on their operation and effectiveness provide valuable information for co-operative efforts in Ontario.

Although the Ministry has produced some excellent resource materials, these have less impact than might be expected. We were told that over the past decade the Ministry has prepared some remarkable documents: guidelines, resource guides, curriculum supports, and the like. The problem is that, reflecting the tensions between the Ministry and the school boards, the boards often pay little attention to the Ministry. As a result, few classroom teachers even know that this material is available, and students are denied the benefit of its existence.

We believe that in a province with the scale and diversity of Ontario, and especially in such uncertain times, there must be a clear and consistent direction for education, achieved through common learning outcomes, a common curriculum, and standards across the province. Therefore, the Ministry must play a clearer role.

However, it must exercise its authority thoughtfully and systematically, using the power and influence of a central authority to generate a sense of common purpose in the educational community. This will reduce the fragmentation of many local school boards and schools "doing their own thing," and ensure that there is some shared understanding throughout the province. The Ministry must strengthen the links between elementary and secondary education and the broader community.

The challenge for the Ministry is to respond to the need for local differentiation, while providing the necessary direction and clear expectations. It must set general policy guidelines to be followed by the system; setting the direction means setting the agenda for the province's education system. The Ministry must set the priorities for Ontario

education, clarify goals, and define the desired outcomes. That would give everyone in the system targets to work towards, and criteria by which to decide among the many competing priorities.

The Ministry must also be responsible for providing equitable funding for all students across the province, setting guidelines to ensure that students' voices receive serious attention. They must ensure that teachers play a central role in running schools, that parents are welcomed into schools, that the common curriculum is followed, and that the system is truly accountable to the public.

By setting guidelines in these different areas, the Ministry can divest itself of direct control and the need to over-regulate. It also gives principals and teachers the mandate to make schools work better, and makes the proposed College of Teachers responsible for teacher education and professional development. Furthermore, by taking seriously the advice of advisory councils, such as the Ontario Parents Council and the student and youth council we recommend, the Ministry would demonstrate that real influence can be exerted on the system through consultation and without formal powers.

The Ministry's accountability for elementary and secondary education:

In our view, the Ministry must work in a more systematic and collaborative way than it has done in the past, with both old and new stakeholders. Right now, it often seems to operate in isolation from its clients and other stakeholders. It is seen as placing demands on the school system in a confused and disorganized fashion, with constant reorganization and major policy shifts, many of which are delivered without an adequate and compelling rationale.

Throughout the course of our work, we heard complaints about the many changes of direction made by the Ministry of Education and Training, and the additional demands it has placed on schools and school boards in the past few years. Educators are particularly concerned about the lack of professional expertise in the Ministry to ensure expert input into the Ministry's decision-making process and to help boards when they need assistance.

We sympathize with these concerns, and believe that the Ministry needs to pay attention to its constituencies and, as we have stressed, communicate clearly the overall direction

of education in Ontario, as well as the intended outcomes of policies. At the same time, the Ministry has to take a leadership role, knowing full well that policy may have to come before consensus has been reached.

The Ministry must be more accountable to the public and to the education community. In Chapter 19, we propose a format for an annual report from the Minister that we believe will be an effective way for the public to get enough information to make informed judgments about elementary and secondary education in the province.

We caution educators and the public that they may be hoping for the impossible if they believe that the Ministry can issue a complete and unambiguous educational plan for the whole province that will receive universal acclaim.

In Chapter 20, when we discuss implementing reforms, we stress that although the Ministry must be clear and firm about the general principles of its educational vision, people on school boards and in schools will have to apply these principles in ways that make sense in the local context. And because the situation is dynamic it is difficult – if not impossible – to predict in advance just what circumstances will arise.

Teachers' unions in Ontario also belong in this discussion. Through collective agreements, negotiated locally with each school board, the federations have a significant influence on education practice at both the elementary and secondary levels. They affect policy in many ways and are actively involved in professional development for teachers.

The relationship between the Ministry and the federations is important but difficult. It seems obvious to us that, if the education system is to improve in the many ways we have prescribed, it is essential that both sectors must focus on building collaboration within the system. The Ministry, boards, and the federations must work together in the service of better learning for students.

Recommendation 157

**We recommend that the Ministry clearly set out its leadership and management role, especially in relation to school boards, teacher federations, and faculties of education, and that it develop a plan for more complete communication with all those interested in elementary and secondary education.*

“There appears to be a growing frustration among, not only school personnel, but society in general, resulting in a breakdown of confidence in the ability of the Ministry of Education and Training to provide the ‘strategic’ leadership required at this time. The fact that there have been five Ministers of Education in the past five years and that key civil servants have either left or been transferred must be seriously questioned, not only the reason for the constant change of office, but also the impact of the changes upon the Ministry itself and the educational system in general. It is obvious that the educational system of Ontario needs the immediate attention at the Ministry of Education and Training level to avoid a crisis. Indeed, many people would say we already have a crisis on our hands.”

Scarborough Board of Education:

Secondary School Principals' Association

Beyond elementary and secondary education:

In addition to schools and school boards, there are several other partners in the broader education community. All have interests in, and power over, some aspects of elementary and secondary education. None can be ignored.

In this regard it is important to note that in 1992 the Ministry of Education became the Ministry of Education and Training, incorporating the three former Ministries of Education, Colleges and Universities, and Skills Development. It now has responsibility for post-secondary education and, through the Ontario Training Adjustment Board, for training as well. The Ministry's broader mandate has significant implications in relation to its place in the elementary and secondary education system. The Ministry is directly responsible for policy governing education and training at all levels; this should considerably ease the difficulties of

It is important for the Ministry, in the next several years, to be actively involved in assuring a significant increase in partnerships and co-ordination among schools, colleges, and universities, so that educational services are better articulated and structured as an accessible continuum.

aligning related policy areas that, until recently, operated as distinct and separate entities.

The Ministry's responsibilities to the broader educational system also suggest to us that it must make a priority of better transition programs between the various sectors. We think it is important for the Ministry, in the next several years, to be actively involved in assuring a significant increase in partnerships and co-ordination among schools, colleges, and universities, so that educational services are better articulated and structured as an accessible continuum.

As well, through the training board, the Ministry has a strategic role in rationalizing education and training policies and resources. And, as a super-ministry responsible for one of the two largest areas of social policies and programs, it is a central and crucial part of the provincial government.

We strongly urge that the Ministry use its power to influence government planning so that the needs of learners of all ages are addressed in a more co-ordinated manner.

Colleges and universities are a powerful influence on elementary and secondary education. Beyond the particular interests of colleges and universities in relation to high-school students and graduates, universities – and faculties of education, in particular – have an impact through their control of many aspects of teacher education, including admission to teacher preparation programs and development of the curriculum for student teachers.

As we noted in Chapter 12, because they control admissions, universities and faculties of education act as gatekeepers to the teaching profession. The Ministry can make significant strides with these partners to bring about more collaborative action in support of educational reform.

Our proposed College of Teachers (see Chapter 12) will play a key role in the education system we envisage. We recommend that an Ontario College of Teachers be established, with responsibility for setting professional standards for the teaching profession. This would include accreditation or recognition of teacher education programs and establish the requirements for initial and continuing certification. The formation of the college is intended to grant teachers control over many aspects of their professional lives. The college should not be controlled by any special interest group.

Given the mandate of the new Ministry of Education and Training, elementary and secondary education is now a force in the larger world of education and training. Educators in the Ministry's various sectors cannot afford to act in isolation, either fiscally or educationally. The era of autonomous sectors is gone, and all concerned must learn to take account of the wider education community.

With its very broad mandate, the Ministry of Education and Training is ideally placed to ensure that elementary and secondary education policies are more closely integrated with policy relating to higher education, with workplace training, and with lifelong learning.

The Ministry and the rest of government – beyond education and training:

Throughout this report, we emphasize the need for a more comprehensive approach to education. Learning takes place within a social context and, while educators must focus on their prime responsibility – ensuring intellectual development – we also discuss their shared responsibilities in meeting a whole host of needs that are part of the lives of children.

In Chapter 14 we discuss community education as one of the engines for change and define the roles and responsibilities of principals, schools, and school boards in creating community alliances to support the learning process. The Ministry also has a critical role and responsibility in this regard. Because it is responsible for education and training in this province, the Ministry is in a unique position to understand the needs of learners and particularly the blocks to a successful educational experience. We believe that a key priority for the Ministry must be the co-ordinated development of government policies, programs, and services to create a more effective network of support services for learn-

In the same way that all stakeholders in education must find new ways to collaborate, the Ministry must develop new collaborative approaches with other government players.

ers and their families as a means of ensuring the healthy development of all children.

This has a number of implications for the Ministry. Just as teachers cannot isolate themselves within the world of the classroom, the Ministry can no longer isolate itself within the world of education. It must have a significant interest in, and build the capacity to play, a key role in shaping all public policies related to the healthy development of children.

This includes policy areas with which the Ministry has traditionally been associated – social services and health, for example – as well as less familiar areas, such as recreation, employment, and culture. Just as principals and schools must be leaders in building community alliances to better support student learning, so too must the Ministry take a leadership role in building provincial alliances that better support learning in this province.

At the provincial level, that means active participation in reviewing policies, programs, and funding structures to create a more co-ordinated and comprehensive network of supports for children and their families. Locally, it means active participation in assessing local needs and planning local approaches to service delivery.

In the same way that all stakeholders in education must find new ways to collaborate, the Ministry must develop new collaborative approaches with other government players. Provincially, that involves assuming responsibility for developing collaboration among various government and provincial interests. Locally, it means assuming responsibility for developing collaboration among various local interests and education partners.

Minority participation and influence in the Ministry's decision-making:

We know that some stakeholders do not perceive the Ministry as being representative and inclusive of all individuals and communities in the schools – not even of those formally granted constitutional rights, such as the Roman Catholic and Franco-Ontarian minorities. While we address the question of representation of our diverse communities in several parts of the report, here we consider the issue of sharing power within Ministry structures.

First, the formally recognized components of the education system must also be formal parts of the Ministry.

Although, over the years, slow recognition of the Franco-Ontarian minority led to the development of what the Ministry calls a team, there is no parallel body for Roman Catholics. That is why, in Chapter 15, we recommend that a team be established with special responsibilities for and expertise in Catholic education concerns, similar to the francophone team. We hope, of course, that these teams will not be reduced to speaking only about their specific issues, but will become part of the Ministry's mainstream.

But we want to go further than such basic organizational recognition of minority constituencies. We also recommend that influential representation from the Catholic and Franco-Ontarian educational milieux be put in place at all levels of professional and managerial Ministry staff.

We note that the francophone minority has had an assistant deputy minister (ADM) position for some 15 years now. But, as observation and experience show – despite titles and functions – a structure can always informally marginalize certain players, especially those with responsibilities for minorities. The more significant the representation, the less likely the marginalization. Indeed, we believe that over the years such senior positions will be filled by individuals recognized as outstanding leaders.

It is therefore only natural that, in the near future, a person from the Catholic or francophone educational world will become the deputy minister of Training and Education for Ontario, with responsibility for managing the entire system.

As a group, assistant deputy ministers should be truly representative of the grassroots of the educational community. Although there is no magic formula for creating true

political participation, we have already recommended that, at all times, ADMs should formally include one Roman Catholic and one francophone of influence. Of course, there may well be more than one of each – we are not promoting mere tokenism.

Recommendation 158

**In order to maximize their influence within the Ministry, we recommend that assistant deputy ministers representing particular constituencies be placed in charge of the portfolio of issues related to their respective constituencies, as well as being responsible for other important dossiers related to education for all Ontarians.*

A Ministry presence at the local level:

In a province as large and diverse as Ontario, the Ministry clearly cannot govern education entirely from downtown Toronto. As we note later, the Ministry must link with other ministries, as well as with others in the broader educational community, and must do so at the provincial and local levels.

As well as the central Ministry of Education and Training offices in Toronto, there are six regional offices throughout the province: central, eastern, mid-northern, northeastern, northwestern, and western. Because the offices are located in communities around the province, they are well placed to take a lead role in co-ordination at the local level, where as we stress in Chapter 14, action is most crucial. We would encourage the Ministry to make this a priority for all its regional offices.

The regional offices can also play a vital role in helping to foster better relations between the Ministry and the school

boards. They can ensure that provincial policy directions are understood, that implementation takes local realities into account, that exemplary practices are shared, and that pressing problems are jointly addressed and resolved.

The provincial government

We have discussed the issue of co-ordinating the efforts of all those who deal with the needs of children and youth. The Ministry cannot act alone; the provincial government must play a significant part in co-ordinating the many ministries that have an impact on the well-being of children. Without commitment and co-ordination at the top, it will be impossible to succeed. There is no question that such inter-ministerial co-ordination is difficult to initiate, and even more difficult to sustain – as demonstrated recently by difficulties in maintaining an inter-ministerial committee established for the purpose of co-ordinating services for children.

Yours, Mine, and Ours, the report of the Children and Youth Project Steering Committee of the Premier's Council on Health, Well-Being, and Social Justice, was specifically concerned about ensuring such inter-ministerial links. It reported that

The provincial government, as legislator, regulator, policy-maker and funder, has a key role in encouraging positive change at the community level ... The Committee is asking the Province to act as a catalyst and enabler of change – [to] set standards; ensure equity; link resources to measurable results and evaluate success; encourage communities to build on current initiatives that are working; promote creativity and flexibility; and support communities to find their own innovative solutions.¹⁵

While we endorse this statement and urge the government to move ahead on these lines as quickly as possible, we go further. If large numbers of children continue to suffer the effects of poverty; if teachers and schools are made responsible for delivering an increasing number of social programs, in addition to traditional academic programs; if agencies funded by other departments of government continue to define their responsibilities as separate from schools; then the government, which has the power to re-deploy resources and to change mandates, has failed.

While we call on the Minister of Education and Training to provide leadership within government, we know that only when government at the highest levels decides that inter-

While schools, school boards, and the Ministry of Education and Training have important roles to play, there is an important need to clarify these roles, and to shift power and responsibilities, as appropriate, to better suit changed circumstances.

departmental collaboration is non-negotiable will it occur. And without that decisiveness and that leadership, the best teachers and the best principals will be unable to meet the agenda we have set for them: to develop and nurture high levels of literacies in all our children.

Conclusion

We believe that, in spite of changes in society and in education, the overall organizational structure of education in Ontario still makes sense. It is important to start with the teacher-student relationship and build the system to support it, with the bottom line being student learning. While schools, school boards, and the Ministry of Education and Training have important roles to play, there is an important need to clarify these roles, and to shift power and responsibilities, as appropriate, to better suit changed circumstances.

Henry Mintzberg, a well-known organizational theorist at McGill University, writes “Power is a major factor, one that cannot be ignored by anyone interested in understanding how organizations work and end up doing what they do.”¹⁶ All those with a stake in the school system – the Minister of Education and Training; the ministry’s civil service; school board trustees and administrators; universities; principals; teachers; teacher federations; parents; the business community; even, from time to time, students themselves – try to increase their own power.

Our proposals, here and in Chapters 15 and 16, are attempts to find a better balance among all these forces, a balance that will achieve system goals, promote effective use of resources, redress inequities, and respond to the needs of different parts of the system and of Ontario’s various geographic regions.

Although we do not recommend any radical changes in the overall organizational structure of education in the province, we do recommend a review and redefinition of some roles and responsibilities. We are also suggesting a shift of some responsibilities away from school boards. In some cases, these would move to the schools, in others to the Ministry.

We anticipate a reorganization or downsizing of central office staff as a result of other recommendations in the report, particularly those related to curriculum development (see Chapters 7 to 10) and taxing powers (discussed in Chapter 18). That may be countered somewhat by increased

responsibilities in relation to community education alliances (as discussed in Chapter 14).

On balance, we try to ensure that, within clearly understood and agreed-upon provincial guidelines, local communities and their schools have the scope to meet their needs as they see fit. Our proposals protect students and the public by ensuring high standards, as well as clarity about curriculum and intended learning, right across the province. At the same time, they allow teachers, principals, parents, and their local communities not only the freedom, but the resources, to craft their own solutions and programs. In other words, we see the school system as combining stability and flexibility as much as possible.

- 1 Betty Malen, "Enacting Site-based Management: A Political Utilities Analysis," *Educational Evaluation and Policy Analysis* 16, no. 3 (1994): 249–67.
- 2 Joyce Scane, "What the Literature Tells Us about School-based Management in Selected Jurisdictions: Implications for Ontario," p. 22. Paper written for the Ontario Royal Commission on Learning, 1994.
- 3 Priscilla Wohlstetter, Roxane Smyer, and Susan Albers Mohrman, "New Boundaries for School-based Management: The High Involvement Model," *Educational Evaluation and Policy Analysis* 16, no. 3 (1994): 268–86.
- 4 For a good summary of the research, see Suzanne Ziegler, *The Effects of Parent Involvement on Children's Achievement: The Significance of Home/School Links*, report 185 (Toronto Board of Education, 1987).

For more detail, see reports by Joyce L. Epstein, one of the more recent ones being "School and Family Connections," in *Families in Community Settings*, ed. D.G. Unger and M.B. Sussman (New York: Haworth Press, 1990).
- 5 Michael G. Fullan with Suzanne Stiegelbauer, *The New Meaning of Educational Change* (Toronto: OISE Press, 1991), p. 237.
- 6 We acknowledge that the Chicago reforms have received mixed reviews from observers, participants, and researchers. On balance, however, we are aware of no compelling evidence that would suggest Ontario should follow this kind of school governance model. See, for instance, Anthony S. Bryk and others, "The State of Chicago School Reform," *Phi Delta Kappan* 76, no. 1 (1994): 74–78.
- 7 B. Wilson and T. Corcoran, *Successful Secondary Schools: Visions of Excellence in American Education* (Philadelphia: Falmer Press, 1988).
- 8 Of the 170-odd Ontario boards, 20 are called District School Area Boards. These and another eight very small Roman Catholic Separate School boards operate mostly in remote areas of the province, usually with only one school, with fewer than 100 students under their jurisdiction. Most of them have no administrators beyond the school principal, and are physically distant from other boards. There is also a Protestant separate school board in Penetanguishene and a board operating only a secondary school in Moosonee. Four boards do not operate schools at all, usually buying education for the students living in their area from other boards. Others are care and treatment centre boards connected with hospitals or other treatment centres in half-a-dozen cities. There are, therefore, only 128 Ontario boards that fit the image of what most people probably mean when they speak of school boards, that is, boards operating a number of schools, and having some central board administrative staff. Much of the text in this section refers, unless otherwise noted, to these 128 boards.
- 9 For example:

John Carver, *Boards That Make a Difference: A New Design for Leadership in Nonprofit and Public Organizations* (San Francisco: Jossey-Bass, 1994).

Michael Kirst, "A Framework for Redefining the Role and Responsibilities of Local School Boards" (Washington, DC: Institute for Educational Leadership, 1993).
- 10 Ontario, Ministry of Education and Training, and Ontario school trustee associations, *Handbook for School Trustees in Ontario* (Toronto, 1992).
- 11 Carver, *Boards That Make a Difference*, p. 222.
- 12 For instance:

Linda LaRoque and Peter Coleman, "Quality Control: School Accountability and District Ethos," in *Educational Policy for Effective Schools*, ed. Mark Holmes, Kenneth Leithwood, and Donald F. Musella (Toronto: OISE Press, 1989), p. 168–91.

Karen Seashore Louis and Matthew B. Miles, *Improving the Urban High School: What Works and Why* (New York: Teachers College Press, 1990).

Susan Rosenholtz, *Teachers' Workplace: The Social Organization of Schools* (New York: Longman, 1989).
- 13 The Metropolitan Toronto Board of Trade circulated figures in December of 1993 claiming that a large proportion of staff in various Metro boards was non-teaching. In particular, they reported that only 46.1 percent of Toronto Board of Education employees were "on grid teachers." However, according to Toronto Board sources, the percentage of teaching staff is 65 to 75 percent, depending on how staff such as classroom teaching assistants are classified.
- 14 Edward Humphreys and others, *Alternative Approaches to Determining Distribution of School Board Trustee Representation*, vol 2. (Toronto: Ontario Ministry of Education, 1986), p. 61.
- 15 Premier's Council on Health, Well-Being, and Social Justice, *Yours, Mine, and Ours* (Toronto: Ontario Children and Youth Project, 1994), p. 46.
- 16 Henry Mintzberg, *Power In and Around Organizations* (Englewood Cliffs, NJ: Prentice-Hall, 1983), p. 1.



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Funding

Equity in education requires financial equity. Although the very complex issue of education funding in general was not a specific part of our mandate, we are convinced that our goal of providing an excellent education for all learners cannot become reality unless the way education is funded in Ontario is changed radically. This chapter explains briefly how we came to that conclusion and makes recommendations we believe will lead to more equitable learning opportunities across the province.

We are aware that financing education cannot be discussed in isolation; it is inextricably linked, not only to equity, but to the questions of power and influence we discussed in the previous chapter, and to accountability, the topic of the next chapter.

Historical context

Historically, the initiative to establish schools in Ontario came from the local level or from private sources. Local levies did not become tied to the property tax until 1849, when the Baldwin Act was passed; the following year municipalities were given the right to raise taxes on property.

Provincial funding was sporadic at best until the 1850s, when the government, under the leadership of Egerton Ryerson, introduced a systematic but limited form of grants to give more students access to schools. Ryerson also tied these grants to more regulatory measures designed to improve the quality of education across the province.

In spite of attempts to equalize the money available across Ontario, enormous disparities remained. In 1907, the government first began to pay a sliding scale of grants based on local ability to raise money; in 1924, it decided to use the amount of property assessment as the measure of local wealth. However, it was not until the 1940s, when the government introduced the concept of “approved costs,” that it was able to maintain some degree of control over funding and began to achieve some degree of equity.

Initially, the province identified some specific costs for certain programs, and provided grants to ensure that all schools had enough funds to cover those costs. Gradually, during the '50s and '60s, it increased the types of expendi-

tures included in the “approved costs” – and increased the amount of money made available to schools. At the same time, because some municipalities were deliberately undervaluing their assessment in order to attract more grant money, the province also introduced assessment equalization factors, which were used to arrive at a more uniform base for making grants to a municipality or school board. The province continued the process of making adjustments and reducing funding inequities.

In 1964, William Davis, then Minister of Education, implemented the Ontario Foundation Tax Plan, which based the cost of education on a model school program. These costs were estimated from actual costs in sample boards across Ontario. The province set a mill rate that had to be levied by all boards and then provided grants to bring all boards up to the foundation level. (A mill represents \$1 of tax for every \$1,000 of property assessment; for example, a property assessed at \$100,000 with a mill rate of 25 will attract taxes of \$2,500.) The government also made a commitment to increase provincial support to 60 percent of education costs by 1972–73.

By allowing boards to spend funds beyond the foundation level, as long as the money was raised from local taxes, the government acknowledged local needs; at the same time, however, this built in a continuing source of spending inequity across boards, and also made it difficult to achieve the promised level of government support.

Eventually, the level of support did reach 60.5 percent, but only because the government imposed a ceiling on expenditures; boards spending more were subject to penalties. This gave the government control over the total expendi-

The proportion received from grants and from local taxes depends on the assessment wealth of the board, according to the following:

- First, the Ministry of Education and Training establishes for each board an amount per student that the board may spend; this is known as the “expenditure ceiling.”
- Second, the Ministry also establishes a provincial mill rate on an equalized basis. Boards are expected to raise from local taxes the amount this mill rate will produce when applied to its assessment base.
- Third, the Ministry pays grants to a board to close any gap between the amount raised locally by the provincial mill rate and the expenditure ceiling.

Any expenditure over the ceiling has to be raised locally. School boards with a strong commercial and industrial assessment base are able to generate the most money through local property taxes; some can spend well beyond the ceiling without taxing at a higher rate. Other boards’ local tax bases cannot even support the expenditure ceiling.

Ontario’s method of financing schools through a combination of property taxes and provincial grants is not unique in Canada, although a higher proportion of our education revenue comes through property taxes than in any other province. The relatively low level of direct provincial support for elementary and secondary education means that the province has less control over school-board decision-making, particularly with boards that have the capacity to raise entire budgets from local taxes.

Current concerns

Based on our public hearings, combined with insights from our research,¹ it is clear that two issues are important to the future of school reform. The first is equity – the question of whether the system distributes available resources in a manner that is fair to all students in the province. The second issue is what we call adequacy – the question of what funding is required to provide the kind of school program we envision.

Equity

Educational equity, the necessity of which we have stressed throughout the report (particularly in Chapters 15 and 16), requires financial equity. Although Ontario does not suffer

diture and ensured that it knew exactly how much the 60 percent provincial share would cost. However, school boards, especially those with significant assessment possibilities, claimed that approved costs did not give sufficient weight to different local needs, and the government relaxed the penalties.

Although the government continued to identify an approved ceiling and, to ensure province-wide equity within it, continued paying grants, some boards soon began to spend well beyond the imposed limits. Until recently, the government continued to increase the ceiling and the amount it paid in grants, to account for both inflation and the cost of new programs, but the increases did not keep pace with the actual growth in board expenditures; therefore, the government’s share of the total amount paid for education has slipped steadily. While in 1964, the approved costs were based on real expenditures, the current ceiling no longer reflects reality and, once again, there are great disparities in the amounts different boards spend.

Education funding in Ontario

Education in Ontario is financed by a combination of property taxes and provincial grants. Ontario’s school boards collectively raise slightly more than half of their total revenue largely from local property taxes on residential, commercial, and industrial properties. The remaining funding comes from the province in the form of education grants. What these figures disguise, however, is that depending on the size or wealth of the local assessment base, some boards get nothing from the province, while others receive virtually their entire budget.

TABLE 1

Per-Pupil Expenditure and Elementary Assessment Wealth Index in Selected Boards, Ranked in Order of Wealth

Board	Average Daily Enrolment 1992	Per-Pupil Total Expenditure 1992	Equalized Assessment Per Elementary Pupil 1993	Wealth Index
Chapleau RCSS	363	6,541 elem.	81,680	0.2259
Geraldton District RCSS	403	6,415 elem.	106,730	0.2952
Kenora District RCSS	813	6,401 elem.		
	129	8,814 sec.	115,096	0.3183
Simcoe County RCSS	9,694	5,565 elem.		
	2,280	11,911 sec.	145,786	0.4032
Hearst District RCSS	1,125	6,227 elem.		
	582	8,136 sec.	145,973	0.4037
Hornepayne	181	6,222 elem.		
	109	10,674 sec.	158,861	0.4393
Kapuskasing District RCSS	1,903	6,597 elem.		
	857	9,215 sec.	159,026	0.4398
Waterloo County RCSS	14,233	6,041 elem.		
	5,887	5,797 sec.	172,347	0.4756
London-Middlesex County RCSS	10,628	5,390 elem.		
	4,250	7,913 sec.	173,721	0.4804
Windsor RCSS	9,966	5,990 elem.		
	4,508	6,300 sec.	185,304	0.5125
Ottawa-Carleton French Public	2,146	9,866 elem.		
	2,210	9,322 sec.	189,007	0.5227
Red Lake	771	7,085 elem.		
	494	8,455 sec.	190,353	0.5264
Hamilton-Wentworth RCSS	16,382	5,799 elem.		
	8,447	6,277 sec.	195,016	0.5393
Chapleau	188	7,696 elem.		
	219	17,777 sec.	208,286	0.5760
Geraldton	392	7,406 elem.		
	376	10,793 sec.	240,914	0.6663
London	26,359	6,235 elem.		
	16,541	7,021 sec.	319,296	0.8830
Waterloo County	32,287	6,302 elem.		
	18,557	7,206 sec.	326,554	0.9031
Simcoe County	27,711	6,084 elem.		
	14,878	7,031 sec.	326,897	0.9041
Hamilton	23,548	6,881 elem.		
	12,226	7,213 sec.	343,779	0.9508
Metropolitan Toronto RCSS	65,375	6,211 elem.		
	32,464	6,444 sec.	356,737	0.9866
Provincial Average			361,586	1.0000
Windsor	11,141	6,398 elem.		
	7,541	7,752 sec.	371,187	1.0266
Kenora	1,567	8,161 elem.		
	993	7,672 sec.	374,520	1.0358
Ottawa RCSS	6,633	6,618 elem.		
	3,010	6,634 sec.	389,022	1.0759
Hearst	150	7,170 elem.		
	76	14,247 sec.	455,846	1.2607
Kapuskasing	377	9,058 elem.		
	279	11,355 sec.	510,731	1.4125
Ottawa	17,288	8,179 elem.		
	12,516	7,717 sec.	705,487	1.9511
Metropolitan Toronto	146,209	8,356 elem.		
	114,599	8,902 sec.	810,739	2.2422

from the extreme inequities common in some parts of the United States (for example, some New York suburbs spend twice as much as nearby inner city boards),² there are serious problems with the Ontario system, in comparison both with other provinces and with what most people believe would be fair.

Table 1* shows that there is still a gap of several thousand dollars between per-pupil expenditures in boards like Ottawa and Toronto on the one hand, and the Roman Catholic separate school boards in Chapleau, Geraldton, and Kenora on the other. When the higher building and transportation costs in these assessment-poorer boards are factored in, the differences in amounts available, per pupil, for actual in-class expenditures is still greater. Even public boards in relatively large urban centres such as Hamilton and London have considerably lower assessment wealth and spend significantly less per pupil than Ottawa or Metro Toronto, and separate school boards in those areas have even less.

As a result of variations in assessment wealth, many boards provide program levels that appear to be significantly in excess of provincial standards, while others have difficulty offering a basic program and very few options. In the past, when resources were more readily available, the inequities could be dealt with by increasing the level of the "have-nots" to that of the "haves," but this is no longer possible. Instead, the same pie must be sliced and distributed differently.

* Cost figures given in the table are actual per-pupil expenditures in 1992. It should be noted that these figures include capital projects, which can vary from year to year and board to board.

Inequities within the approved ceiling

1. For geographical and legal reasons, boards have extremely varied assessment bases.
2. Some boards can raise more money on the provincial mill rate than the ceiling indicates is necessary.
3. Some boards derive very little from local taxation and, being extremely dependent on grants, have little leeway for discretionary spending to meet local needs.

Inequities beyond the approved ceiling

1. Equity in the entire funding structure is based on the premise that the expenditure ceiling is adequate to cover the costs of educating a student. In fact, all boards have had to spend above the ceilings in recent years.
2. For all expenditures above the ceiling, boards may draw only on local taxes. On the basis of the same mill rate increase, some can collect 20 times as much money as others.

Given that some boards will get a smaller portion, proposals for such funding reforms are necessarily controversial.

At the public hearings, we were told repeatedly that the method of funding education makes it almost impossible for some boards to provide what the speakers considered adequate education programs and services to students without incurring serious deficits. As well, taxes on commercial and industrial assessment are linked to concerns about businesses failing or moving out of a jurisdiction.

These funding issues are not new: several commissions have concluded that the current system is not working. In December 1985, the Commission on the Financing of Elementary and Secondary Education in Ontario (the Macdonald commission) came to that conclusion, as did the Fair Tax Commission in 1993.

On the face of it, the current funding scheme is equitable: the combination of grants and taxation means that boards receive the same revenue up to the expenditure ceiling. It is, in fact, deeply flawed in regard to both revenue within the ceiling, and, most certainly, in regard to the revenue needed beyond the ceiling.

There are several key sources of inequity in the current system, many of which we heard about in the hearings and submissions.

Determination and direction of commercial and industrial revenue

There is a difference in the way some commercial and industrial revenue is determined and who receives it. For example, the main industries in northern Ontario are related to forestry, mining, and hunting and fishing. A pulp-and-paper company in the area covered by the Red Lake Board of Education pays stumpage fees for the trees it cuts, not taxes on the land on which the trees are cut. That fee is paid to the Province of Ontario, not directly to the local school board, although some will be returned through the grants that the province pays to the school board. The rest goes into general revenues, out of which the province pays grants to other school boards and for other initiatives. However, the same pulp-and-paper company pays taxes on its mill operation directly to the school board in Kenora.

Similarly, hunting and fishing licences are paid to the province, which means that no education tax is generated by the land and water on which the hunting and fishing take place. Taxes on some mining operations are paid to the province, while other operations provide a rich source of income for the local municipality and school board. These tax anomalies were also identified by the Fair Tax Commission, and were addressed in several of their recommendations.

Tax revenue from corporate head offices and seats of government

Commercial and industrial revenue is often generated in one place but paid to a municipal authority in another. In most such cases, it is paid to larger urban centres, regardless of where it has actually been generated. For instance, major corporate head offices tend to be clustered in a few large urban areas, while the corporate income comes from across the province.

The presence of Parliament in Ottawa and of the Ontario Legislature in Toronto generates considerable tax revenue for those cities, through direct government spending and the spending of government employees, as well as through the impact on tourism.

The taxes that sustain these operations, as well as taxes that directly or indirectly subsidize such tourist attractions as the National Arts Centre (which gets tax money raised in all parts of Canada), the Ontario Science Centre, and

SkyDome come from all parts of the province – as do visitors to them. Not surprisingly, therefore, the Ottawa Board of Education has almost twice the provincial average of per-pupil property assessment wealth, while Metropolitan Toronto has more than twice the provincial average, as is obvious from Table 1.

Access to commercial and industrial tax base by separate school boards

Not only are there inequities between locations in the province, there are inequities between the ability of Roman Catholic and public boards to raise funds in the same geographic areas. (Because more than 80 percent of French-language students are also Roman Catholic, they, too, are affected by this disparity.) For example, Roman Catholic school boards continue to have limited access to the commercial and industrial tax base.

In response to recommendations of the Macdonald commission, the province introduced co-terminous pooling: placing the commercial and industrial taxes collected in the area covered by a public board and a Roman Catholic board – or a French-language board where one exists – into a pool from which both draw funds.

However, this has not removed all the inequities that exist between the two systems: pooling is still being phased in, and funds are currently distributed to the boards, not on the basis of per-pupil needs, but in proportion to the amount of assessment homeowners direct to each board. Given that all boards strive to obtain adequate funding, this method of apportioning remains a source of friction between public and separate boards, and constitutes an obstacle to co-operation between local boards.

In presenting the 1993 budget, the Minister of Finance announced that funding would be changed to a per-pupil basis, but that will only be phased in beginning in 1996.

Default provision

People who for various reasons – ignorance, misinformation, negligence – do not specifically direct their taxes to the separate school board or to a French-language board are assumed to be public school supporters, and their taxes are automatically sent to the English-language public board. This is done under what is known as the “default provision,” and has generally resulted in public school boards getting

In brief, then, the key sources of inequitable funding are:

- the way commercial and industrial revenues are determined and directed;
- the fact that tax revenue from corporate head offices and seats of government, although generated across the province, are directed only to the municipality in which these headquarters reside;
- lack of access to the commercial and industrial tax base by separate school boards;
- the default provision.

more than their fair share of property taxes from the residential, commercial, and industrial assessments.

In brief, then, the key sources of inequitable funding are:

- the way commercial and industrial revenues are determined and directed;
- the fact that tax revenue from corporate head offices and seats of government, although generated across the province, are directed only to the municipality in which these headquarters reside;
- lack of access to the commercial and industrial tax base by separate school boards;
- the default provision.

The first three are related to the inequitable distribution of the commercial and industrial tax revenues – inequities either across regions, or between separate and public boards. We believe our recommendations will resolve all three issues.

The fourth is concerned with inequity in the distribution of the residential assessment, and we also make a recommendation to resolve this problem.

The Fair Tax Commission recommended that the use of commercial and industrial property taxes to pay for education be eliminated and replaced by provincial funding from other sources, including personal income tax.

There are other options as well, but it is not within our mandate or competence to prescribe the precise means to reach the desired end – greater financial equity across the province. We do insist, however, that the government is responsible for ensuring that there is an equitable amount of money available, per pupil, across the province so that each student gets the programs and services necessary for achiev-

The kinds of change we recommend throughout this report are possible only if there is equitable funding for all students, regardless of where they live. That, in turn, is possible only if the government restructures the funding system for elementary and secondary education.

ing the recommended learning outcomes. It can do so only if most of the amount spent on education is determined provincially on a per-pupil basis.

We want to emphasize that when we recommend more equitable funding, we are emphatically not saying that all boards should receive exactly the same amount per pupil. There are legitimate reasons why some should spend more money on some or all their students. For example, French-language education may require more funds, especially in areas that are not near centres of Franco-Ontarian culture. That is the reason for our earlier recommendation of funding for *animation culturelle*. Similarly, boards in the north, particularly those not in urban areas, have higher operating costs, as do schools in communities with significant numbers of immigrants.

We therefore support the government's current practice of using different weighting factors or special grants to adjust the amounts paid to individual schools boards.

The kinds of change we recommend throughout this report are possible only if there is equitable funding for all students, regardless of where they live. That, in turn, is possible only if the government restructures the funding system for elementary and secondary education. But we note that there are many parts of the province where different kinds of grants or weighting factors would be taken into account, and it is impossible to predict in advance what the concrete financial consequences for individual boards would be, with a more equitable finance system.

Recommendations 159, 160

**We recommend that equal per-pupil funding across the province, as well as additional money needed by some school boards for true equity, be decided at the provincial level, and that the province ensure that funds be properly allocated.*

**We also recommend that boards be allowed to raise a further sum, no greater than 10 percent of their provincially determined budget, from residential assessment only.*

Because the so-called default system tends to create a windfall for the English-language public school system, and in view of our recommendation that there should continue to be limited access to the residential assessment base, further action is necessary.

Recommendation 161

**We recommend that all residential property owners be required to direct their taxes to the school system they are entitled to and wish to support, and that undirected taxes be pooled and distributed on a per-pupil basis.*

Adequacy

It seems to us that neither equity nor fair weighting practices are possible as long as there is a lack of clarity about the level of programs and services established for all Ontario students.

As we indicated in our brief history of funding, it has been 30 years since the implementation of the Ontario Foundation Tax Plan, which was based on actual costs at that time. From 1991 to 1993, the Ministry's Education Finance Reform Project worked on determining, again, the real costs of education, and on developing a new funding model that would lead to greater equity. The Ministry has not yet acted on the work of this project.

Given our mandate and timelines, the Commission cannot address the question of adequacy more thoroughly. We note, however, that the combination of a lack of equity in the access to funding, and a distribution of resources that no longer bears any relationship to actual cost, is bound to increase the sense of injustice felt by so many Ontarians.

Therefore, we urge the Ministry of Education and Training to build on the work of such groups as the Fair Tax Commission and the Education Finance Reform Project and

establish exactly how much money is needed to provide an adequate education program in all parts of Ontario, including the required support services called for in our recommendations.

Recommendation 162

**We recommend that the Ministry of Education and Training first decide what it considers to be an adequate educational program for the province, and then determine the cost of delivering this program in various areas of the province, taking into account different student needs and varying community characteristics, such as geography, poverty rates, and language, that affect education costs.*

Conclusion

We have addressed the two key funding issues of equity and adequacy. Some of the concerns about efficiency that were brought to our attention were discussed in Chapter 17. In Chapter 19, when we look at accountability, we will deal with these concerns again. Our recommendations for centralizing curriculum development, having school boards enter into arrangements to share services, and creating better integrated health and social support services at the local level will help make the system more effective and efficient.

Widely varying access to assessment, as between rural and urban, public and separate boards, and arbitrary expenditure ceilings that do not cover basic costs for any boards, have combined to convince the Commission that there must be radical reform of provisions for financing education in Ontario. This is particularly true if

boards and the province are to implement the recommendations contained in this report.

Therefore, we have recommended centralization of decisions about the total budget necessary for a particular board to deliver an approved program, and limits on raising additional funds.

Endnotes

- 1 See, for example:

Stephen B. Lawton and Rouleen Wignall, eds., *Scrimping or Squandering? Financing Canadian Schools* (Toronto: OISE Press, 1989).

Ontario, Ministry of Education, *Report of the Commission on the Financing of Elementary and Secondary Education in Ontario* (Toronto, 1985). Chairperson: H. Ian Macdonald.

Ontario Tax Commission, *Fair Taxation in a Changing World* (Toronto: University of Toronto Press, 1993).

Tim Sale, *An Analysis of School Funding Across Canada* (Vancouver: EduServ, 1993).
- 2 Jonathan Kozol, *Savage Inequalities: Children in America's Schools* (New York: Crown, 1991), p. 120.



19 **The Accountability of the System**

The combination of two phenomena – the world-wide focus on quality, results, and accountability, and the emphasis of educating all of society to a much higher level and for a quite different world – has put tremendous pressure on education systems, schools, and educators.

G. Rappolt, "Toward Accountability and Results-Oriented Education," *Orbit* 24, no. 2

Accountability in education: What does it involve?

In this era of decreasing revenues and increasing uncertainty about the future, accountability is a key concern for many people. Virtually all public institutions have been criticized for failing to meet the needs of the groups they were intended to serve. In education, the dissatisfaction is often coupled with a belief that if only schools and those who teach in them were more “accountable,” the problems relating to standards of learning and effective use of tax dollars would be resolved. However, as noted by educational researcher Lorna Earl in a paper written for the Commission:

Unfortunately, it is rarely clear what is meant by accountability. It is an emotionally charged term that implies such things as striving for success, confidence, trust, communication and responsiveness, but does not define actual behaviours or practices.¹

As with every other issue we addressed, people naturally assume that, because concerns about inadequacies of the system are easy enough to articulate, solutions are as easy to find. And, as with every other issue, it is simply not so on matters of accountability. The issues involved, in fact, are quite complex, and if people are serious about introducing accountability into the publicly funded education system – as this Commission is – responses must be equal to the problem.

Accountability means exactly that: Who accounts to the public for what happens in schools? Equally, it could be called responsibility: Who is responsible for the performance of our schools? How do we know what we are entitled to expect from schools? How do we know whether schools are delivering on this entitlement? Whom do we hold to account

– who is responsible – if we are not satisfied with the answers we get?

Accountability in the education system, then, means that information has to be available to the public, to taxpayers, and to parents, in a form that allows them to have reasonable expectations of the system, to make reasonable judgments about how well the system has performed, and to know who is responsible if they are not satisfied.

The most fundamental form of accountability is that of the classroom teacher to the parents, and of the school to the community. It has been extraordinarily difficult for parents to find out simply what the curriculum is and how their children are performing. Although our focus in this chapter is on system accountability, the ultimate concern for parents and students is, naturally, with individual student learning. But at both the individual and the system level, we should remember that accountability is not an end in itself: its function is to ensure that information about performance is actually used to improve that performance in the future. In other words, “accountability” and “reform” should always be closely linked.

Two types of accountability are relevant: fiscal and program. Below, we look briefly at each, and then discuss what additional measures should, in our view, be taken to satisfy the public that the educational system is operating as it should, and that identified problems are being addressed.

“Fiscal accountability” at the school, school board, and Ministry level is addressed by the use of auditing processes to examine operations on a regular basis. As well, the Ministry conducts spot audits of boards, examining its transportation functions, verifying enrolment figures, and

“Accountability is a term that should apply to each student’s individual learning experience. This could be measured most effectively through student evaluation of schools, teachers, and programs.”

Raging Independent Student Group (RISE)

ensuring that provincial grants are used as specified. Such audits usually focus on whether funds are administered honestly and according to regulations. Many people told us they wanted to know more about whether the system is run as efficiently as it ought to be, and whether funds are allocated appropriately.

In his 1993 annual report, Erik Peters, the provincial auditor, looked not only at the usual fiscal issues, but also addressed “value for money” questions, suggesting areas that needed to be improved. He noted, for example, that:

Present arrangements for the development and delivery of curriculum could be more cost effective and are not adequate to determine that a curriculum of consistent quality in both official languages is taught and learned across the province. Therefore, procedures to measure and report on the effectiveness of education programs and services are not yet satisfactory.²

We believe that such initiatives should continue, but we caution that auditing an education system is a complicated process. As we stressed in Chapter 11, on assessment procedures, the qualitative acts of teaching and learning do not easily lend themselves to quantitative measures of efficiency and effectiveness; judging schools on the basis of inappropriate tools does not contribute to public knowledge.

“Program accountability,” in the sense of establishing and assuring quality of student performance, is a key priority. We agree with the many observers, both in and outside the educational system, who believe the time has come for a clear set of criteria by which performance can be judged: people need to know what students are expected to have learned by the time they complete a given course or grade

(the outcomes) – and what different levels of achievement mean (standards). Such a framework can, and must, be used to monitor and enhance the progress of students and the performance of the system. The results of such monitoring must be communicated in an understandable and timely way to all stakeholders.

In Chapter 11 we addressed the need for clearer and more useful assessment of student learning – a very large part of improved program accountability. That is the purpose of the province-wide literacy tests we recommend for every student in Grades 3 and 11. And individual results to students and parents, and system results to all interested parties must be clearly communicated. That these system-wide assessments are associated with what we term “literacy guarantees” is a particularly powerful accountability mechanism. Of course, the question of the adequacy of the standards applied to the test results is also a fundamental accountability question.

We have also said that the Ministry should continue to conduct other program reviews, through testing sample groups of students across the province. Results from such reviews make it possible to judge the adequacy of the curriculum and whether the official curriculum is actually being taught and learned in schools.

Beyond that, student assessment would be primarily the responsibility of the teacher and the school board, and, as we note, it is important for all teachers to learn more about how best to assess student learning and use the results of assessments to improve instruction and program.

Who is accountable?

The education system involves both elected and appointed policy makers, and both are accountable for their actions. At the local level, trustees are accountable to the electorate every three years, although it is widely acknowledged that complications exist: there is little attention paid by the media to the activities of boards of education, little useful discussion of education issues during elections, and notoriously low voter turnouts. At the provincial level, the Minister of Education and Training is, of course, accountable to the electorate whenever an election is held, as is the government as a whole.

Although such political accountability is important, it hardly seems sufficient to us, because the information that would allow voters to make informed decisions about the

“Parents and the community are demanding that schools and teachers be accountable for the money spent and for student outcomes. School boards must show evidence that they respond to the needs of all students within their systems ...”

Association for Bright Children

Voices

system may well not be available. In terms of political accountability, policy makers at the local and provincial level must answer for the soundness of their policies, and also, to some extent, for the results of those policies.

On the administrative and managerial side, there is a need for accountability for implementing policies and for monitoring the process and the impact of implementation.

If education policy makers are going to be held accountable, they will need measures of educational quality. Without these, they cannot report reliably and meaningfully on the soundness of their policies.

Indicators of quality

The education system, like any other publicly funded system, is accountable to the public for operating effectively, efficiently, and equitably – although, as we have stressed, such accountability is far easier to demand than to deliver. If the system is to be as accountable as possible, there must be far more clarity about its purposes or objectives. We believe that considerably more information should be made available, and it should be collected regularly and presented in more consistent, understandable, and meaningful ways. This will enable members of the public to look at it and arrive at their own conclusions about how well the system is operating.

The first step in the process, as we emphasize in Chapter 17, is that the provincial government, through the Ministry of Education and Training, establish clear directions and expectations for the education system, in terms of student learning, regular assessment, parental involvement, and other important objectives.

The term “indicators” is used to refer to quantitative and qualitative data that describe various features of the school system. The obvious problem is that from an education system as vast as Ontario’s, one can derive endless statistics, and there can be indicators that tell us something about literally any part of the system – and they may refer to the student, school, board, or provincial level. Decisions about appropriate indicators of a successful system will determine what kind of information should be collected.

Student achievement is the most obvious indicator of the effectiveness of an education system. If students are doing well on measures of learning in relation to standards established locally and those established province-wide or beyond, schools and school systems are usually considered to be

doing their jobs satisfactorily and providing value for taxpayers’ dollars.

At the moment, there is a wide-spread sense that schools are not doing the jobs well enough, based on both anecdotal evidence and media reports of certain provincial, national, and international tests.

Questions of acceptable standards and their levels, became a particularly contentious issue in Ontario in 1994, when the results of Grade 12 writing reviews and Grade 9 reading and writing tests were released. Members of the public seem to be concerned that expectations of students are too low, and that acceptable standards are not high enough.

While this report consistently stresses the need for more challenging and rigorous learning for our children, we stress that an in-depth sense of student achievement is far more difficult to assess than the media and the public often seem to think.

Moreover, student achievement, crucial as it is, is not the only indicator of the quality of the system, and it is not the only outcome for which the system is accountable to the public.

Other indicators of educational success and quality include such factors as the proportion of students who enter college or university, or who enter employment readily; the relative representation of minority students across all achievement levels and across different programs; per-pupil costs; the drop-out rate (the percentage of students who leave school before graduating); attendance rates of both staff and students; the rate at which students progress through the school system. A different type of indicator, but an important one, relates to the way in which teacher and

“Ontario legislation, regulations and policies mandate early and on-going identification [and] support for children with special needs ... The current reality in Ontario however is that there is no consistency among boards in identification and provision of services for students with special needs because the Ministry of Education does not ensure that boards are held accountable for these legal requirements ... There is no accountability mechanism in place, since the Ministry of Education and Training is reluctant to withhold grants or revoke supervisory officers’ documents.”

Learning Disabilities Association of Ontario

administrator performance is evaluated, and how the results of evaluation are used to improve performance of individuals and of the system as a whole.

There are also indicators that are not (or not directly) learning related, but also suggest the degree to which a school or system is well managed. These include cost efficiencies, implementation of fair employment practices, and the achievement of acceptable standards of workplace and school safety.

Finally, we believe that the level of satisfaction expressed by students and parents – and, to some extent, by the community – is also a useful indicator. To what extent do these groups feel their concerns are addressed, their ideas welcomed, their needs met?

Policy makers and administrators can, through regular and systematic sampling of student, parent, and public opinion, be alerted to potential problems that need to be addressed. Let us be clear: we are by no means suggesting that education policy and practice should be determined by public opinion. It should not. However, if an education system is to serve its public well, the system should monitor the concerns and reactions of those it serves.

Assessment agency

Until recently, Ontario, in comparison with other jurisdictions, did not place a high priority on monitoring, assessing, and reporting various aspects of school system performance, at either the provincial or local level. The problem is that, without regular monitoring, teachers and principals do not receive the kind of feedback that allows them to adjust their instruction and curriculum planning. Nor does the public have the information on which to base reasonable judgments of schools. Assessments, therefore, must not only be carried out, but must be widely reported in understandable ways.

Although most people, including educators, are coming to agree that more monitoring of system performance is justified, there is little consensus on just how this should be done. There is particular disagreement on whether an independent agency should evaluate and report on the system, or whether the responsibility should be left with the Ministry: there is some concern about the capacity of the Ministry to carry out monitoring, or to be as open and objective as required.

In other countries, including the United States and Australia, there are models of agencies that do large-scale assessments; they usually operate nationally rather than just at the state level. They tend to be quite large institutions that develop tests, administer them, and report on the results. Such large-scale assessments are extremely expensive to develop and administer, and are not easy to change when there are major shifts in curriculum policies.

While throughout our work we have been reluctant to recommend the creation of new bureaucratic structures, largely for the reasons just cited, we found, in the end, that the argument for an outside assessment agency is persuasive.

Education policy is set by governments and, therefore, is by definition political. But in matters of assessment, public credibility is probably the overriding need. Therefore, an arm’s-length agency, removed from the political arena, seems to be the inevitable solution.

We see such an agency as consisting of a small number of experts in education and assessment with overall responsibility for evaluating and reporting on the success of Ontario’s education policies. As a mark of its independence, this Office of Learning Assessment and Accountability, as we have chosen to call it, would report directly to the Legislature, perhaps through the Standing Committee on Social Development.

The first job of the new office would be responsibility for the Grade 3 language and mathematics test and for the Grade 11 literacy test, as recommended in Chapter 11 for all students. To keep the office small and flexible, it would not itself develop and administer these tests, but would contract with assessment experts, preferably, but not exclusively, from Ontario.

The contract process would involve issuing a public call for proposals, to be advertised widely. We would hope that the Ontario Institute for Studies in Education (OISE) and other Ontario graduate schools of education would respond enthusiastically to the call for proposals, as would measurement experts in departments of psychology or elsewhere.

Recommendation 163 (Cf. Chapter 11, Rec. 51)

**We recommend that the government establish an Office of Learning Assessment and Accountability, reporting to the Legislature. Its first responsibility would be the Grades 3 and 11 system-wide, every-student assessments.*

The Ministry and school boards have a variety of information-gathering mechanisms that can and should be adapted to give additional information on such things as drop-out rates and breakdown of data by region, language, gender, race, etc. There is no need for other agencies to develop new systems, but it is important that the existing systems be improved to ensure that necessary information is available for the Office of Learning Assessment and Accountability and for the Ministry, so they can provide accurate information to the public on the effectiveness of the entire education system.

Accountability and consistency

What is critical, and what will require some changes in data-gathering and reporting procedures, is that the data be comparable from board to board and from year to year. One of the problems in assessing today's education system is a lack of good past data for useful comparisons. Information on drop-out rates, for instance, has been difficult to get and to interpret, but the Ministry, in collaboration with several school boards, is currently developing common systems for tracking and reporting them.

Over a number of years, many school boards have developed their own systems for keeping track of information about programs, staff, students, and finances, as well as

“In recent years the provincial auditor has also devoted some attention to school boards. In these audits the focus has been not only on fiscal probity, but has also addressed ‘value for money.’ As Directors of Education we strongly support increasing use of ‘value-for-money’ analysis and auditing.”

Council of Directors of Education

voices

about student achievement. Not surprisingly, they are reluctant to abandon their investments by adopting new and different systems, even though these might be more useful for province-wide use.

However, we note that adoption of the Grades 3 and 11 tests will require all school boards to use a single provincial identification number for students; once that is done, developing a single database for all students in the province will be much easier. The Ministry established a Student Information System in 1986, which could be the basis of an expanded system for tracking students; it would be important to maintain data after students leave the system, in order to do longitudinal research when that is appropriate.

We have already mentioned other existing mechanisms for accountability, such as the work of the provincial auditor, and other provincial reviews and audits. We expect these mechanisms to continue to be used, but see a need for clearer guidelines, as well as for greater public scrutiny and reporting.

We firmly believe that the best way to ensure accountability is to make public the relevant information about the characteristics and performance of the school system, and to publish it in a way that is readily understood and interpreted by people. Only then can members of the public decide whether their schools are providing the kind and level of service they want.

In recent years, the Ministry has not always closely monitored boards' implementation of its policies and related programs. Monitoring is sometimes perfunctory: boards are required to file documents showing they have the required policy statement or plan (on special education, for example,

or on anti-racism), but not whether that policy or plan is, in fact, being implemented in the schools – or, even more important, whether the policy is having the intended effect.

We believe that provincial policies should be developed in terms of broad directions, and should be accompanied by a clear description of how they are to be assessed. Then, the most important monitoring is of the intended results, or outcomes, leaving it up to school boards to decide the details of how they are to be achieved.

The difficult challenge is to balance central direction-setting and monitoring with local flexibility about the ways desired results are achieved, linking “top-down” and “bottom-up” strategies for reform. Because the Ministry sets the province’s direction for schooling, it must articulate its sense of a shared purpose, and set clear expectations. Schools and school boards would then be responsible for deciding, within the broad guidelines, and based on their knowledge of the local context, how they will work to meet those expectations.

Although government monitoring – evaluating whether local schools are doing what they are supposed to be doing – is quite rightly seen as a key element of accountability, monitoring is expensive. Therefore, the information gathered must be available to, and actually used by, schools and school boards.

We are convinced that, in the long run, the most critical accountability mechanism is full public disclosure of all relevant data concerning school and school system performance, delivered in a meaningful form. It has been suggested to us that the Ministry ought to apply sanctions to boards that either do not comply with Ministry regulations, or whose

performance is not satisfactory; withholding funds is the most frequently suggested sanction. This is difficult for the Ministry to implement, because students and parents will suffer.

We believe, however, that if data are made available to the public in ways that are understandable, consistent, and comparable, parents and the community will put pressure on schools and school boards to improve weak areas and close gaps. If they do not, trustees will not be re-elected, and it will be difficult for principals and supervisory officers to maintain any credibility. In a democracy, this is the ultimate form of accountability. In other words, we believe that if people have the information they need, they will be able to judge and act appropriately.

Reporting


We also believe that the information on the system indicators and on student assessment should be readily accessible, not only to the public, but, wherever possible, to the press.

The Minister of Education and Training and individual school boards prepare annual public reports, although we doubt that most Ontarians have ever read one. We think these reports could be considerably more valuable than is now the case.

In the first place, clear content guidelines for both the Minister’s and school boards’ annual reports, with a list of agreed-on indicators to be addressed, would make it easier for the public to understand and make judgments about the information and about the system. Although it is not difficult to agree on at least some indicators of a successful education system, achieving consensus on comparable ways of gathering, summarizing, and reporting such information is much more difficult. Various measures or indicators can be seen as snapshots, providing diagnostic information about many aspects of the school system. No one measure can give a full picture; several have to be examined together if members of the public are to make reasonable judgments. Questions of how indicators are to be developed and how the indices are to be used must be addressed by the users, and by the technical experts who develop the statistical indices.

The Office of Learning Assessment and Accountability should begin its work on this task by bringing together education stakeholders, including boards, federations, and

“We ask ... that affordability, financial accountability, and good management become top priorities for all school boards.”

Taxpayers' Coalition  agara

voices

faculties of education, as well as parent, student, and community groups. Working with the other groups, it would develop the lists of indicators and, with input from education stakeholders, decide how the indicators should be defined, calculated, and reported.

Recommendation 164

**We recommend that the Office of Learning Assessment and Accountability also be responsible for developing indicators of system performance, to be used at the board and provincial levels.*

Indicators for school board reports would include reporting on the results of large-scale and other assessments and on audits specific to the board. Reports would also include an indication of what actions have been taken to address problems revealed by the assessment, and what further actions are planned.

The indicators used by the Ministry should also include reporting on assessments and follow-up; it would be expected that board and Ministry reports would provide summary statistics decided on by the Office of Learning Assessment and Accountability.

In our view, the Quebec Ministry of Education produces reports that may be useful as an example for Ontario. Quebec's *Educational Indicators for the Elementary and Secondary Levels* is analogous to Ontario's *Key Statistics*, but is more complete. It not only tracks indicators over time, but also comments on the most important points arising from an analysis of the indicators, all presented in an attractive and easy-to-comprehend 80-page format.³

Recommendation 165

**We recommend that the Office of Learning Assessment and Accountability, working with education stakeholders, also establish guidelines for the content of annual reports prepared by school boards and by the Minister of Education and Training. Further, we recommend that:*

- a) these reports be published and be freely and widely available in schools and community locations;*
- b) the Ministry of Education and Training ensure that all school boards be informed of guidelines for the reports, and that they follow those guidelines.*

Moreover, we believe that boards and the Ministry must pay more attention to providing useful information to the public on an on-going basis; they should ensure that information on policies and their intended outcomes is available, as are the results of any evaluations. Some of this will be published in annual reports, but other data, such as descriptions of policies and their outcomes, will have to be provided in a more timely way; as well, there will be occasions when it is useful to have more detail than would be appropriate for an annual report.

In order to assure the public that all information and reports are accurate, that interpretations are defensible, and that boards and the Ministry are held accountable for learning, the Office of Learning Assessment and Accountability should do spot checks of a sample of board reports, and monitor board and Ministry assessments of outcomes. The office should report publicly on these activities, and could do so, informally, by having the head of the office meet regularly with the Committee of the Legislature, and, formally, through an annual report. We stress that, to keep costs down, the review should be done on a *sample* of reports and assessments.

We would not want any structure we recommend to exist beyond its actual usefulness. It is not impossible that the Office of Learning Assessment and Accountability might one day prove redundant, and it is entirely plausible that its responsibilities might need to be revised.

TABLE 1

Accountability Matrix

Institution	Accountable to Whom	Accountable for What
Office of Learning Assessment and Accountability	Legislature	province-wide Grades 3 and 11 student assessment monitoring board reports on implementation and results of board and provincial policies monitoring Ministry of Education and Training reports on implementation and results of provincial policies develop indicators review boards' dissemination of their reports
	Public	
College of Teachers	Students } Parents } Teachers	professional standards for teaching accreditation of adequate professional preparation and development programs
	Provincial taxpayers	professional standards for teaching

Recommendation 166

**We therefore recommend that the work and mandate of the Office of Learning Assessment and Accountability be reviewed in five years.*

In Chapter 12, we recommended the formation of an Ontario College of Teachers, as a professional self-governing body responsible for setting professional teaching standards in the province; thus, it would play a critical role in the provincial accountability framework. The college would be responsible for ensuring that high professional standards of teaching, and of teacher preparation programs, meet the needs of Ontario schools. Its duties would also include setting and monitoring the framework governing renewal of teacher certification every five years.

Because we have now recommended the addition of two new bodies to the education system, it might be helpful to summarize briefly what they would do and to whom they are accountable, as shown in Table 1.

Finally, we have made recommendations concerning the education responsibilities of ministries other than that of Education and Training, and of other agencies of government. Should the government assign such duties to other government bodies, there would have to be an accountability mechanism for those agencies.

Conclusion

Until recently, issues of accountability did not receive as much attention in Ontario education as many taxpayers and members of the public would have wished. However, there have been many changes in the past few years. For instance, public reporting of the provincial Grade 9 reading and writing tests, released in the fall of 1994, not only provided board data, but school results as well.

We are of two minds about this development. On the one hand, we, of course, applaud the move to share all useful information about students' performance with the public. On the other, we remain seriously concerned that information without perspective, context, or proper interpretation can, in fact, do more harm than good. As we point out in Chapter 11, serious tests are not horse races and should not be reported or judged as such.

To appraise an entire education system on the basis of one test or a single set of tests, and to ignore the many factors that determine whether one school's students do better than another's, is an imperfect exercise at best.

We want the system to be open and accountable, and our recommendations would go far to achieving that goal. But we also want that information to be meaningful and relevant. In that context, we would hope the media will present data in a proper context in a way that enhances, rather than distorts, public understanding.

Once good information becomes available, the onus will be on the public and on parents to use it to make reasonable judgments, and to find out how schools plan to improve programs on the basis of current results.

The onus will also be on educators to work together to continue to improve their programs on the basis of the feedback represented by such results. After all, the point of developing better accountability mechanisms is to help schools to be more effective.

Endnotes

- 1 Lorna M. Earl, "Accountability and Assessment: Ensuring Quality in Ontario Schools." Paper prepared for the Ontario Royal Commission on Learning, 1994.
- 2 Ontario, Office of the Provincial Auditor, *1993 Annual Report: Accounting, Accountability, Value for Money* (Toronto, 1993), p. 66.
- 3 Quebec, Ministry of Education, *Education Indicators for the Elementary and Secondary Levels* (Quebec City, 1993).

20 **Implementing the Reforms**

Implementation has been referred to as the Great Barrier Reef – the point at which many a good curriculum sinks without a trace.

David Pratt, *Curriculum Planning*, 1994

Reform asks everyone in the education system to change their roles and responsibilities, not just teachers and students.

Jane David, "Systemic Reform:
Creating the Capacity for Change," 1993

This has been a Commission with few illusions – or at least it has tried to be. From the first, we attempted to be sensitive to the atmosphere in which we were operating, to the constraints we knew we were facing, and to the realities of the outside world.

We began our work in a public mood bordering on cynicism. “Another commission? Just what Ontario needs!” Doubtless, that was the way some people greeted the announcement of the Commission’s creation. After all, had there not already been a dozen, a hundred, reports on Ontario education? Was this yet another device to stall? Would the province’s education system ever be reformed?

We looked at what had happened to all the various reports that had been produced – whether their recommendations had been implemented fully, how many had been implemented half-heartedly, how many ignored completely, and why. We learned that governments have introduced an almost endless series of changes into Ontario schools over the past several decades; some of them emanated directly from studies and reports while others were so changed from the original conception as to be hardly recognizable. We felt it was important to understand the past before we made more recommendations for the future.

Throughout the writing of this report, we tried to pay attention to the lessons learned about the process of change – that is, how change happens in a massive, complex system such as Ontario’s. The answer is only with supreme difficulty. The change process, perhaps not surprisingly, has proved to be almost as complex as the institution itself.

Many people would be bitterly disappointed if this report merely collected dust on a shelf; therefore, it may seem paradoxical for us to produce a scenario for a transformed

school system that – as we are the first to acknowledge – has an almost utopian cast to it. But it is based on quite realistic ideas, solid research, and many success stories. Idealistic? Maybe. But what a target to aim at! What a vision to help guide the next steps!

As we thought about the process of implementing the reforms advocated here, we tried to analyze, with some care, the roles of the various stakeholders in the world of education; the way each has been, and continues to be, capable of facilitating or resisting change; and the involvement each has had in recent education reforms. This chapter makes suggestions, for both the immediate and longer term, for various stakeholder groups as they begin the process of making changes needed to improve schools for all Ontarians.

It is, in fact, the public, as well as all the other stakeholders, who will decide if our recommendations should be pursued. Teachers, parents, students, administrators, citizens – all must ask themselves if they are prepared to make the commitment, to take the calculated risk of moving ahead with these reforms. As well, teachers’ federations are a vital group in this process. We recognize they will have concerns about some recommendations, but hope they acknowledge the way we value teachers, and the increased responsibility and recognition we give them as a crucial part of the education system.

All the groups have a vital role to play, not only in asking school boards and the Ministry to act, but in acting themselves. Among others, students must make their views known to schools; parents must insist on a stronger role in their children’s schooling; and teachers must take a greater degree of collective responsibility for student learning, for their own professional growth, and for the profession.

We believe that developing an implementation strategy was inherent in our responsibility as a Commission, and that our task would not be complete without suggestions on making our vision of schools a reality.

We are also well aware that this report is being published close to the time of a provincial election. We would be disappointed if it became a political football. It deserves better, as do the Ontario students, teachers, and parents it is meant to serve, and the thousands of people who took the trouble to share their views with us. We challenge all three parties to put the needs of students first, and to commit themselves to action on the major recommendations in this report.

We believe that developing an implementation strategy was inherent in our responsibility as a Commission, and that our task would not be complete without suggestions on making our vision of schools a reality.

Previous reports

Our review of government reports on Ontario education over the last 25 years, since Hall-Dennis in 1968, shows that many recommendations were not actually implemented. It also shows that many of our recommendations are not new; many have appeared in earlier reports, and are still not policy.

Hall-Dennis, for instance, recommended that teachers be moved “from the fringe to the heart of professional decision-making” and proposed that self-government be granted to teachers through a body to be called the College of Teachers of Ontario, which would have the power to license and discipline its members.

In his 1988 report on preventing drop-outs, George Radwanski strongly recommended universal Early Childhood Education programs as fundamental to getting children off to a good start in school.

In neither case was the recommendation adopted or implemented; when Bette Stephenson was Minister of Education she introduced a proposal for a College of Teachers, but ran into resistance from the teachers’ federations. Proposals for expansion of Early Childhood Education programs have foundered on issues of cost, and on political and philosophical grounds.

However, a simple tally of the number of recommendations adopted or ignored might give a distorted picture of the impact of inquiries and reports. It could be argued that, even when recommendations are not adopted as their authors intended, such reports have a considerable effect on schools and on educational policy. Ideas that may be slightly ahead of their time, for instance, enter the discourse about education, and may shift beliefs and attitudes; they may be adopted later, when there is a more receptive climate.

Even when government adopts policies and expects school boards and schools to implement changes, the process may not go as smoothly as anticipated. One policy analyst wryly notes that “teachers have the ultimate control over policy when they enter the classroom to teach.”² For example, the Ministry’s curriculum documents, designed to provide more focus and substance to elementary-school science programs, had less impact on school programs than expected because teachers did not change their programs to the extent policy makers and curriculum developers intended. We want to avoid a similar fate for our recommendations.

The change process: How educational change happens

Educational change is technically simple and socially complex.³

In the 1960s, in the midst of affluence, money was not an issue, and many people thought educational change was a simple matter of developing new programs, curricula, materials, or teaching methods, and then disseminating them (often in a form described as “teacher proof”) to teachers and schools, who were expected to implement the new ways of doing things. The results of this approach were quite disappointing: teachers rarely changed their practices.

Since then, educators have learned much about the adoption and implementation of educational policy, and about the process of educational change in general. In the words of Professor Milbrey McLaughlin of Stanford University,

Whether educational change actually occurs in practice depends largely on will and skill.

Perhaps the overarching, obvious conclusion running through empirical research on policy implementation is that it is incredibly hard to make something happen, most especially across layers of government and institutions.⁴

Whether educational change actually occurs in practice depends largely on *will* and *skill*⁵: the extent to which people believe change is desirable, and the extent to which they have the necessary skill and knowledge to make the changes. Although neither is easily or directly controlled by policy makers, the issue of will or motivation is particularly difficult. Teachers, for instance, may be interested in improvement, but if changes are unilaterally imposed by policy makers and administrators, or if proposed changes do not make sense to them, it is hardly surprising if they resist.

Studies of successful and unsuccessful educational-change projects have led to some remarkably consistent findings about what factors make the difference. They amount to creating an atmosphere and conditions of pressure and support necessary to move a complex system forward. The critical factors seem to be:

- combining “top-down” and “bottom-up” strategies
- developing capacity and skill through training and assistance
- leadership at all levels that clarifies priorities and encourages others
- teacher participation and commitment
- a significant but manageable scope of change
- open sharing of information
- monitoring progress and solving problems.

Our suggestions for implementing change take these into account. Although it is important to create a mandate for change and to monitor progress, policy makers who rely solely on these two approaches will be disappointed if they hope for significantly improved schools. The Ministry must communicate the rationale for change and the direction in which schools are expected to move. It must support school boards, schools, and educators in developing a clear understanding of the new goals, and in building the capacity to achieve these goals in each community.⁶

What about the Commission? What do we hope our work will achieve?

Our recommendations are focused on four key changes that, we believe, will generate further improvements. The four strategies we are suggesting will foster both the will and skill.

Based on the evidence available, we believe the Ontario school system does some things very well, and many things fairly well. But our analysis suggests that most students could learn more, and learn better. We have pointed to the need for a more focused and more engaging education system to take us into the 21st century. We have noted the demographic shifts, the changing social fabric, new knowledge about learning and teaching, and the importance of new technologies. We have suggested that schools need to change to address these new conditions.

We believe that it is possible to get beyond “fairly well,” to a system in which many more students graduate, and graduate with more knowledge and with better skills as thinkers and as doers. In such a system, students would be better prepared for work, for post-secondary education, and for lives as fully contributing members of their communities. Although education reform is not a substitute for societal reform, we argue that schools can do a great deal to improve the lives of their students, and we believe our recommendations can help.

People in and outside the system expressed concern about lack of focus, teacher overload, student learning, and standards. We believe our statement of purpose is the foundation of a system characterized by focus, quality, openness, fairness, and efficiency. In opting for change, we are concerned not only about specific recommendations, but

“Small changes can result in large changes as the process develops the critical mass and momentum needed to produce a significant transformation.”

Gareth Morgan, *Imaginization*, 1993

even more about the overall vision of schooling we are proposing.

To avoid piecemeal solutions to isolated problems, we have tried to identify key directions, based on our vision of what schools could be, and on an understanding of how change actually takes place in schools. Students have changed, teachers have changed, families have changed, technology has changed, society has changed. How can schools *not* change? They must now be redesigned for the new era. This task begins with our report.

Before we move to our key recommendations and the intervention strategies for moving the system in the direction of reform, we believe it is necessary to describe our approach to reform. It can be summarized as follows:

- We articulate the purposes of schools, and situate them in relation to other social institutions; doing so means focusing primarily on learning and teaching, with the development of intellectual competence being the top priority. By “intellectual competence” we mean more than traditional academic skills, and we include imagining, creating, synthesizing, comparing, and analyzing. Schools, like families and other institutions, have other purposes as well: teaching values, fostering social development, and preparing young people for employment and participation in democratic life. We argue, however, that the community must assume greater responsibility for important non-academic needs.
- We take account of research and exemplary practice relating to learning, teaching, and human development.
- We pay attention to the culture of schools, and to creating and sustaining the conditions that will maximize student learning.

- We argue throughout for an equitable system: in funding, in opportunity, in recognition, and in participation, with the expectation of greater achievement for all students.
- We urge a new and more appropriate balance of power and influence, with a system that is open to new ideas and to participation by parents and the community.
- We want to ensure that there is systematic feedback and monitoring, at both the classroom and system levels, so that plans and attempts at improvement are continually re-focused and adjusted in response to problems and successes.

Engines or levers for change

Throughout this report, we have made recommendations related to the most vital areas of education reform. These must be

- a more challenging curriculum and improved student learning
- improved assessment and accountability
- power, authority, and equity.

These recommendations – there are more than one hundred – cover both general and specific issues, involve both large and small changes, and suggest new directions, but also reinforce initiatives already under way. We have discussed fully many of the issues facing schools, and have concluded with major recommendations and some specific suggestions. The recommendations focus on our vision of the school system and on major strategies designed to put the vision into practice.

The education system, like other large institutions, is slow to change and difficult to redirect. This quality is a strength, in that it provides stability, and a problem, in that it discourages renewal. We need ways of overcoming the inertia of a large and often cumbersome system to stimulate and sustain major change.

We identified critical intervention points in the system, with the idea of initiating change within these areas. These changes can act as engines or levers, moving the system in the direction of reform. The engines are:

- early childhood education
- teacher professionalization and development
- information technology
- community-education alliances.

Early childhood education

Our first intervention strategy involves an earlier and more comprehensive start to formal education. By providing better learning opportunities for very young children – at three years instead of four, and full time instead of half time – schools can positively affect what comes after. An earlier and stronger start leads to better preparation for basic literacy and numeracy, and the prospect of building on that head start throughout the school years.

The responsibilities parents and schools have for children of three and four are very much intertwined; both influence affective and intellectual development. Just as schools or other institutions also have an important nurturing role, parents also teach. This interconnectedness opens the possibilities of low-cost but highly effective community interventions, providing “parent development,” which will significantly pay off in children’s later intellectual development. (See Volume II, Chapter 7.)

Community-education alliances

We are recommending stronger links between schools and other sectors of government and the community in order to strengthen and support schools, while ensuring that other important social and personal needs are met. If we are to meet changing societal needs and support learning, new ways must be found to strengthen those who want to raise healthy, competent children.

The recommendations related to community partnerships are intended to free up teachers so they can better focus on their students’ learning, helping students to learn the social skills they require to work in a group, and to complete the school’s core curriculum. The certified teacher who has chosen and been trained to help students learn to read and write, or to learn academic subjects, should not be expected to have the public-health worker’s expertise in drug or sex education, or the trained social worker’s ability to lead students through a curriculum in decision-making or conflict resolution.

Moreover, it makes good sense for such community resources to be more readily available to schools. When health- and community-service personnel provide recreation, health, and social-development programs, or practising artists offer arts programs, teachers will have more time in the day and week to spend on activities essential to improving learning for students: planning and evaluating

the program they deliver individually and collaboratively, working together to improve their assessment skills, and connecting more often and more effectively with parents.

Such community links can also open up the school, and situate it at the nexus of a local community and its various resources, all of which exist to support the people who live there – in this case, the young people.

The role of principal will also change as the school becomes more integrally linked to the community beyond its walls. School/community councils have a vital contribution to make in helping to draw in and co-ordinate community partners. The necessary interdependence between teaching professionals and other people is in itself a lesson for youth about how society works. The fact that some members of the community work as volunteers is another valuable lesson about the way society operates, and what we should expect of ourselves and of others.

If community partnerships are to work, the way departments of government work – largely in isolation and sometimes in competition – must change. Unless government ensures that responsibility is shared centrally and locally, by the appropriate sectors, the presence of community members in the school will, in itself, create significant demands on educators’ time. Various government departments must focus more on co-ordination and collaboration across the usual bureaucratic boundaries, bringing together policies to support the healthy development of children. Such policies will reward collaborative action at the local level, making it easier for different groups to work together. Funding provisions will also have to be changed, to ensure that co-operation, rather than isolation, is the norm. The government, for instance, might decide to fund only those

proposals in which various sectors are working together on a project. (See Volume IV, Chapter 14.)

Teacher development and professionalization

Professional responsibility, autonomy, and accountability are essential to the teaching force we envision. We recommend that teachers have more collective responsibility for their profession, with control being shifted from the Ministry to an independent College of Teachers. It would have authority for teaching standards, as well as for accreditation of teacher-education programs, and for setting standards of professional development. This shift would recognize that teaching should be acknowledged as a profession whose members are capable of setting their own standards of professional practice. It is essential to evaluate the performance of all educators, and we stress the need to follow through effectively when performance is unsatisfactory.

Teacher development, both before and after certification, is an essential vehicle for implementing the other proposed reforms. No school system is better than its teachers, and no amount of legislation and regulation of policy and practice will affect student learning unless there are well-educated and dedicated teachers who are clear about their goals.

If reforms are to be implemented, teachers must understand what is expected, believe that the reforms make sense, and know how to get started. Schools must be places where teachers and principals work together to set priorities, agree on plans for action, and keep track of progress. Because they must do all this while continuing to operate the school, there will be a tension between the need for stability and for continuity on the one hand, and for change on the other.

Although we recommend lengthening and strengthening the teacher preparation program, no such program would be enough to educate teachers for a career in which there is always more to be learned, honed, and practised than can be squeezed into a one- or two-year program. Teachers must continue to learn throughout their careers, and one of the best possible venues is the school itself. Research shows that the development of teacher collaboration that focuses on continuously improving teaching and monitoring results is the most effective route to success. Such “collaborative cultures” embrace the involvement of students and parents in the education enterprise. This results in a co-ordinated program that is effective and that pays attention to student progress. Schools must be learning organizations for teachers if they are to be effective learning organizations for students. (See Volume III.)

Information technology

Computer hardware and software combine to become a powerful new tool for learning, making the road smoother and faster for students and teachers. It is genuinely motivating for students – a fascinating way to learn more, and to learn quite different things. It makes routine tasks for students and teachers more pleasant and efficient, but more significantly, it opens up the world to learning in a way that is brand new, and that can set a pattern for lifelong learning.

Instruction can be more easily tailored to student needs, enabling students to move at their own pace. Of even greater importance is that through electronic technology students can move beyond dependence on their teachers for access to knowledge: through communications software and access to data banks, CD-ROMs, and libraries, they can become more independent learners. Moreover, information technology offers the potential for developing problem-solving and reasoning abilities. With that new technology, teachers become more, not less, important as they work with students to accommodate and integrate complex knowledge bases.

In short, information technology is becoming essential to teachers’ continuing ability to do their jobs well, and to students’ future success in a world where computer literacy is becoming as universal and essential as print literacy.

Throughout our report we talk about the fundamental purpose of schools as building literacy – going beyond basic literacy to the higher literacies that are expected of the well

educated. People can not remain well educated if they stop reading, or stop talking with others who can challenge their thinking. Increasingly, reading and discussion happen on-screen. The access that the computer brings to knowledge, through print, sound, and graphics, as well as through discussion, cannot be gained in any other way.

Computerized networks of professionals, such as the Ontario Teachers' Federation network "The Culture of Change," have already shown themselves to be more powerful than many conventional means of building and updating teacher knowledge and professionalism, and are likely to have the same impact on other kinds of work. Increasingly, students, on their own, are acquiring knowledge of what computers can do. At school that familiarity must be made universal, so that computers facilitate equal opportunities and equal outcomes in a learning environment, and so that their potential as educational tools for life, not only as entertainment, is realized.

Computers are used as working tools by writers, mathematicians, scientists, artists and designers. They can be used in schools to become libraries and learning circles, tied into global networks dedicated to building and sharing knowledge and understanding. (See Volume IV, Chapter 13.)

By itself, each of these four engines offers significant benefits; combined, their power increases substantially. While all our engines for change focus on the school and the classroom, they also reach out to change other systems: the teacher-education and child-care systems, as well as government policies and programs designed to support children and families. Operating schools, like educating the youth within them, becomes more of a community issue, with joint responsibility. Meeting the needs of young people effectively and efficiently will mean some redefinition of who works in schools, with whom, and with what kind of funding, support, and co-ordination. That is why some of our recommendations go beyond the education system *per se*, and involve government and community players.

What actions are needed?

All stakeholders must take action and responsibility for implementation of our recommendations, or else change will not take place. Politicians, we know, are unlikely to move in bold new directions unless they perceive that there is a public demand for them to do so. Therefore, the first important step in implementation is for parents, students,

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taxpayers, and other groups and associations to express their support for ideas in the report. If the general orientation and recommendations of this report represent good public policy in the eyes of Ontarians; if they meet public expectations of what the educational policy should be; the public should say so, individually and as members of groups, through the various channels available.

That said, we must stress that simplistic solutions do not work for complicated problems. Better ideas or more money do not guarantee better schools; there are no quick fixes. Coordinated action on many fronts is needed, and the system must acknowledge that, at the beginning of the reform process, not all the answers are known. Inevitably, the situation will change even as people begin to act, making it impossible to set out a detailed implementation plan that would provide a complete guide to schools and others.

Implementation is not just a question of doing a series of tasks or steps that have been set out sequentially. Rather, above all else, it is a question of people understanding what reforms mean in concrete and practical terms. The Ministry of Education and Training must adopt an implementation strategy that, first and foremost, helps to clarify the precise requirements for each of the key directions for reform.

Time lines are important, but implementation of complex reforms means more than working through the list of tasks and actions to be taken. Because the unexpected always happens, schedules will have to be adjusted and new issues will have to be considered.

With these cautions in mind, we have developed the beginning of an implementation plan. Implementation involves changes in practice, and because we believe quick action is necessary, we have identified actions that all stake-

In our view, an Implementation Commission would be the best vehicle for overseeing the progress of reforms.

holders can take to move schools and the school system in the desired directions.

Although many meaningful changes can be implemented locally without Ministry sanction, we look first at the actions required at the provincial level, because these set the direction for all of Ontario. We then suggest actions to be taken by others, including school boards, schools, and parents.

An implementation commission

Government has responsibility for introducing and following political agendas, and for the daily management of ministries. These do not easily permit the re-adjustments needed to also accommodate changing directions in a large system such as education. We, therefore, believe that a special mechanism is needed to oversee implementation of the reforms recommended in this report.

Recommendation 167

**We recommend the establishment of an Implementation Commission to oversee the implementation of the recommendations made by the Royal Commission on Learning.*

In our view, an Implementation Commission would be the best vehicle for overseeing the progress of reforms. The Implementation Commission would report to the Legislature through the Minister of Education and Training, and would be required to publish a report every six months.

The Commission should be established for a three-year term, with a small secretariat to support its work. The Chief Commissioner should be someone who is credible to educators and the public.

We assume there would be a committee structure, with members drawn from the field, from faculties of education,

and from federations. Participants would focus on implementation of recommendations in specific areas, such as Early Childhood Education, information technology, teacher development, and so on. However, the Implementation Commission would continue to stress the inter-relationship of the recommendations for reform, to guard against the danger of fragmentation and work done at cross-purposes.

As implementation gets under way, the Commission would provide information to be used by all those involved in education as the basis for further improvement. Data from pilot projects would be widely shared, and information from student learning assessments would be used to improve programs and instruction.

The Implementation Commission would also keep educational reform on the public agenda. Its working committee structure would give it a high profile, through links with educators and communities around the province, regular annual reports to the Minister and to the Premier's Office, and regular (at least twice yearly) informal reports to the general public, similar in format to the Royal Commission's *Spotlight on Learning* newsletters.

Finally, the Implementation Commission could monitor and assess whether reforms were having the intended effect, and what changes needed to be made.

We specifically expect the Implementation Commission to establish criteria by which each of the reforms would be evaluated, and to contract, perhaps through the Office of Learning Accountability and Assessment, for evaluations of pilot projects and early reform initiatives. The results of such evaluations would be widely available, to be used to improve future implementation efforts.

Several briefs, including the first one at our public hearings, called for a kind of "on-going Royal Commission on Education" to which special problems and ideas for reforms could be addressed. We understand the intent of the idea, but consider that once the push towards the implementation of the report has been given by the Implementation Commission, it is best to direct future demands directly to the Ministry, where they belong.

Other support for implementation

Change takes many different, often parallel, paths, and the actions of different players at different levels are needed to achieve the final goal of reforming a system. Of course, the Minister and the Ministry are expected to play a key role in

School improvement efforts are most likely to succeed where there is a combination of internal commitment to and incentives for change, and external pressure and support.

Karen Louis and Matthew Miles,
Improving the Urban High School, 1990

bringing about change. But by themselves they cannot do much. Stakeholders, as well as individuals in the system, can and must initiate change in their fields.

Beyond the Implementation Commission, there is the Ministry (and to some extent, school boards), which can use various strategies in moving ahead with reform. The Ministry of Education and Training must first establish a clear direction and expectations, in terms of such factors as student learning, regular assessment, and parental involvement, by setting policy guidelines to ensure desired outcomes.

The Ministry must balance central direction setting and monitoring with local flexibility about the way to achieve desired results. Here, too, we see the importance of firm principles, but flexibility in applying them. Policy implementation in the province should shift from "control" to "service." Provincial authorities must set clear expectations related to student learning, and then help school boards meet them, while school boards do the same in relation to schools.

Although we can't mandate everything that matters, mandates can be effective in kick-starting systems, by providing clarity about goals and information about progress. The danger is in relying solely on such regulatory approaches, because important changes are difficult, and require skill, motivation, commitment, and judgment from those who must make the changes work.

The Ministry and school boards can also provide incentives to encourage schools and teachers to move into new areas. Incentive grants encourage school boards, individual schools, and consortia to set up pilot programs. Such concrete local initiatives can then be used as models for others.

Changing organizational structures is another way of stimulating reform. For instance, the Office of Learning Assessment and Accountability is intended to deal more effectively with assessment and accountability issues, while school/community councils would co-ordinate community resources more effectively, and give the community a stronger voice in the school.

None of these approaches, however, will work unless schools and those involved with them have the necessary skills and resources. Teachers need professional development and curriculum support materials. Parents, community representatives, and school staff need preparation and

support so they can get school/community councils operating effectively.

The reforms we are suggesting are not simple, and in many cases there are few working models to follow. Moreover, the context for educators and students is constantly in flux, and what might make sense today could be unworkable next year. Therefore, implementation plans are more like road maps than blueprints: they cannot specify every detail in advance.

Provincial actions

There must also be clear expressions of support for reform from the provincial government, accompanied by wide dissemination of this report, in both its full and brief versions. Discussion of the key ideas of the report must be encouraged, in both the education and the broader communities, to increase the understanding of the principles guiding the proposed reforms. There must then be a statement, from the Minister of Education or the Premier, or both, on what the government plans to do in response to our report: whether they support the key directions we have identified, and what implementation plan, with time lines, has been developed. The first step, of course, is to establish the Implementation Commission, with clear and broad authority to oversee the process.

The province must be clear and firm about principles, and about the directions in which schools should be moving. But it is equally important to be flexible about the means that schools and school boards adopt to move in the desired directions. One such principle is that schools must increase the involvement of parents in ways that benefit student learning. However, there should be considerable

opinion

The first practical step in any reform is to take it.

Murray Schafer, *The Rhinoceros in the Classroom*, 1976

flexibility about how schools and school boards increase parent involvement. The Ministry and school boards should, therefore, support diversity in local arrangements, as long as that diversity supports and is consistent with the general principles.

If the government is serious about its response to our report, it may choose to use the following list of suggested actions as a starting point. Appendix 1 to this chapter provides examples of further actions that could be taken by the provincial government and the Ministry in each of the next three years, as well as indications of what might be put in place over the next five to ten years.

Time lines are critical to any implementation plan, although some flexibility must be built in. Although 1995 is an election year – a somewhat disruptive time for implementing major new public policies – we think the recommended actions constitute an appropriate agenda for all parties, regardless of which one forms the government.

Suggested short-term actions for the provincial government and for the Ministry: 1995–96

The framework for reform

- the government and the MET respond to the RCOL report, indicating their support and plans for implementation, with time lines
- set up Implementation Commission through the MET
- prepare enabling legislation as necessary to implement RCOL recommendations
- prepare enabling legislation for the College of Teachers
- set up the Office of Learning Assessment and Accountability
- create a central body to co-ordinate information technology

- set up a council at the Premier's level to consider how to strengthen inter-ministerial work, and co-ordinate services for children, with the designation of a senior minister responsible for such co-ordination in addition to his or her regular portfolio
- plan changes in funding structures
- plan changes in French-language governance
- the MET changes its structures and functions as recommended by the RCOL
- sponsor and encourage working conferences to discuss and begin to implement key recommendations of the RCOL

Curriculum

- develop an action plan for curriculum development and provincial reviews
- continue implementing *The Common Curriculum*, with a clearer focus on a few clear outcomes
- bring together schools and other interested groups concerning Grade 12 outcomes and new specialized curriculum

Assessment and accountability

- the MET and Office of Learning Assessment and Accountability begin planning Grade 3 and 11 assessments
- provide target funding to OISE and/or other graduate faculties of education and/or 1–2 consortia involving boards and faculties of education to establish centres of expertise re assessment of student learning and program evaluation.

Power, influence, and equity

- prepare legislative changes for short-term action, e.g., voting student trustees, status of aboriginal band-operated schools
- repeal of Section 136 regarding preferential hiring of Roman Catholic teachers
- provide targeting incentive funding at both the provincial and board level, to begin phasing in school/community councils
- develop and begin to apply funding formulas that will encourage more co-operative service arrangements between school boards
- develop students' and parents' Charters of Rights and Responsibilities

opinion

Many of the most significant changes can be made by teachers and principals in schools.

Early childhood education

- set up a joint college/faculty of education committee to discuss short-term and long-term arrangements for preparation and certification of staff
- develop policy to guide program development, relationships to current child-care providers, certification and preparation of staff and organization
- begin establishing learning outcomes for ECE programs
- survey space needs for ECE
- plan pilot project for phasing in ECE programs in schools
- establish models for integrated daycare and ECE programs

Teacher professionalization and development

- plan with key groups the composition and authority of the College of Teachers
- set up review/evaluation teams for principal preparation courses and supervisory officer qualification programs, and begin evaluations
- fund and establish a pilot project concerning the two-year preservice preparation program, with a full evaluation
- encourage faculties of education to introduce programs requested by Catholic school systems

Information technology

- seek out partnership agreements with computer firms
- plan development and licensing of more Canadian educational software, where appropriate
- negotiate agreements between the MET and businesses to give discarded computers to schools

Community-education alliances

- identify the inter-government and inter-Ministry initiatives necessary to remove barriers to community-education alliances; for instance, changes in legislation to provide for a common age of consent (the age at which a young person is considered adult) to facilitate service delivery to older adolescents
- develop guidelines for programs to be provided in schools by arts, health, social service and recreation agencies, in collaboration with other ministries
- prepare (or contract for preparation of) a directory of community/education partnership initiatives, categorized for easy access, as well as empirically based guidelines for the development of such initiatives

Actions by other stakeholders

The Ministry of Education and Training and the provincial government must act. So, too, must educators and community members. Parents, students, teachers, faculties of education, and others can make a big difference at the local level, and can also put pressure on the Ministry and the government. Appendix 2 to this chapter provides examples of actions that these groups can take immediately, without waiting for changes at the provincial level.

Once the government has enacted enabling legislation and clarified the overall rationale for the reforms, all those involved in Ontario education will have to act simultaneously in a number of areas. For instance, changes in curricula will have to be accompanied by changes in assessment that, in turn, are not possible without on-going teacher development. All these actions will need to be closely co-ordinated so they reinforce each other.

Although all parties, from the provincial government to students, have a role to play in changing the education system, there are three groups whose initial responses and actions will be crucial. The first is the provincial government – particularly, but by no means only, the Ministry of Education and Training. As the major regulatory and policy-making bodies, ministries set the direction for the province. Second are the school boards, which translate Ministry policy at the local level, and have considerable power to set local priorities within provincial guidelines. And third are the Ontario Teachers' Federation and its five affiliates, who represent 120,000 teachers, and are a major force on the province's educational scene. Their support will be decisive in achieving the gains we anticipate.

We stress, however, that many of the most significant changes can be made by teachers and principals in schools, without waiting for governments or boards to act. As Jennifer Lewington and Graham Orpwood observed in their recent book, *Overdue Assignment*:

Schools will not flourish if teachers and others in the system hunker down in hopes of waiting out the storm. Instead, ... those who work in [the system] must develop a strong capacity for self-renewal.⁸

Cost issues

Cost issues are critical, particularly in light of Ontario's continuing budgetary difficulties. Educational change cannot wait until we have more money, and in any case, we do not believe that more money is necessarily the answer. Instead, reform must now be achieved by shifting the focus of the system, allocating the same pot of money in different ways. There is no avoiding the fact that many choices will be painful. Setting priorities is difficult, not only within the education system, but also between education and other societal needs.

Given the complexity and uncertainty of specific cost projections, as well as our time frame and limited resources, we cannot provide detailed cost estimates. These will need to be done by the Ministry. In the end, choices must be governed by the cost of providing adequate programs to students across the province, the amount of money available for education, and the priorities that are set.

We recognize that many of our recommendations have cost implications, and in most cases, we have made suggestions about redirecting funds within the system, with little or no new money required. Equalization of funding across

the province, for instance, should involve redistribution rather than additional resources.

Budgetary constraints have become a long-term feature of the system. It is therefore critical that funds are targeted to the areas where they will have the most impact. That is why we recommend, for instance, Early Childhood Education programs, because investments in quality programs for very young children will pay off later in reduced need for remedial programs and other social supports. Such an approach might be compared to preventive health care, with the assumption that money spent on early prevention initiatives will, in the long run, reduce costs. Since we are recommending that students graduate from secondary school after 12 years in the system, rather than the 13 years many of them now take, we anticipate significant savings at the level of senior secondary school.

We also point out that the initial costs of school-based Early Childhood Education programs should be partially offset by reduced costs for subsidized daycare.

Costs for large-scale assessments and for increased monitoring should also produce favourable cost/benefit results, as long as the information is used for improving the system and targeting efforts more accurately. Costs of developing and administering challenge exams and General Education Diploma exams, as recommended in Chapter 10, will be partially offset by less time spent in school by students. (They won't have to take courses if they already know the material and demonstrate their knowledge in these exams.)

We also expect costs of some reforms to be offset by savings from improved efficiencies in other parts of the delivery system. We suggest, for example, that clarification of the roles of trustees and supervisory officers, as well as some shifts of responsibility to schools and the Ministry, should lead to savings as fewer central-office staff will be required.

We also suggest increased sharing of resources and services between boards and other local agencies; greater and more effective use of various staffing formulas and community resources in schools; and centralized curriculum development, to avoid duplication of effort among school boards.

It is difficult to estimate the cost implications of greater co-ordination of government services and increased community alliances, particularly because these involve ministries other than the Ministry of Education and Training. But we anticipate that, after the initial start-up, better co-ordination of services will result not only in improved

For many people the challenge of change is overwhelming. The shift towards new forms of organization and management often calls for a leap of faith that many people are not prepared to make. They need help and encouragement. But above all else, they need to learn specific tactics and techniques that can make them more effective.

Gareth Morgan, *Finding Your 15%*
(Video series), 1993

services but in a more streamlined system with significant reductions in duplication of effort and administration.

An important consideration in costing is that many of our recommendations incorporate a rethought use of time and other resources. Done imaginatively and effectively, this is a low-cost strategy for making other things happen. In particular, we have identified a variety of ways in which flexibility can be built into teachers' working lives at little cost. For example, throughout the report we recommend the use of volunteers, peer tutors, and cross-age tutors, which benefits those tutoring and those being tutored.

We also recommend that, in their second year of pre-service preparation, student teachers work in schools as interns, significantly adding to the staff resources, and potentially freeing teachers for collaborative curriculum work. School/community councils would act to bring additional resources into schools, while more flexible groupings of some students could free time for teachers to provide more intensive remedial or enrichment opportunities to others. The creative use of technology is another time-freeing strategy.

Although savings from such shifts in the way time and other assets are perceived and utilized are difficult to calculate, they are a low-cost way of substantially adding to existing resources.

Although there will undoubtedly be costs attached to implementing our recommendations – as there are for any changes – we expect these to be offset by savings in the longer term. However, it is crucial that funding choices be made deliberately, on the basis of educational priorities.

A call to action

We believe that our recommendations and intervention strategies provide powerful directions and tools for reform. We want our recommendations to be implemented; we want the school system of Ontario to become more responsive, open, and flexible; we want higher levels of student learning; we want well-prepared, highly motivated teachers taking greater collective responsibility for professional issues. But we are not naive. We realize that there are constraints and barriers. These must not, however, stop stakeholders from moving forward.

We are under no illusions that hurdles are easy to overcome, or that our suggestions will always be successful. We believe, however, that the journey must begin. Schools and

their communities need a reasonably clear vision of the destination, the will to overcome or work around the constraints, and a commitment to imaginative problem-solving. If there was ever a time for a massive call to action, that time is now. We suggest ways of overcoming some of the key barriers to change.

Inertia

Having already acknowledged the difficulty in getting a large and complicated system to change course, we stress the importance of having the government give clear direction and a well-articulated sense of the overall goals, as well as incentives for change. We also underline that, through the public hearing process, we were strongly reminded that pressures for change are mounting, and cannot be resisted.

Support for innovative initiatives that operate outside the usual organizational and bureaucratic constraints can help overcome inertia. Highly visible projects can provide the incentive for others to develop their own innovations.

Power issues

Although it is rarely acknowledged openly, concerns about protecting influence often get in the way of change. No group wants to lose power. Those who have more, at whatever level of the hierarchy, may resist efforts to decrease their spheres of influence, or to democratize organizational decision-making processes. Educators, however, like others in contemporary society, are aware that times have changed, and that the education system must become more responsive to parent and community concerns. We stress that the goals of increased student learning and the opening up of a closed

education system should guide the decisions of all stakeholders on the best way to organize schooling.

Collective bargaining issues

Specific provisions of collective agreements must not prevent changes that will improve student learning. There must be more flexibility in the use of staff and in the way time is allocated and accounted for. Teachers' federations have been tireless and effective in their roles as advocates for teachers, and have also positively addressed many professional issues. However, the rigidities of collective agreements may not always work to the benefit of students and schools. More flexible approaches to collective bargaining seem to be appropriate if schools are to change with changing social circumstances.

In this report, we have repeatedly acknowledged the inestimable value and contributions of teachers, and have recommended a variety of measures to support them in their very challenging work. We expect, in turn, that federations will be flexible on issues where the interests of students and teachers may, to some extent, conflict.

Overload

We often heard that schools and the people in them are overloaded, and find it difficult – if not impossible – to take on more responsibilities. We acknowledge these concerns, and although we have no magic solution to alleviate them, we do think our recommendations address the problems. Most important, the report takes a stand in clarifying the purpose of schools, stressing that schools exist first and foremost for the intellectual and academic nurturing of

students. This clearer focus and direction should help ameliorate the overload problem.

The truth, however, is that the overload will worsen if people do not take action. Will and skill, although not magic solutions, can be effective antidotes to overload. We believe that an essential (but difficult) first step is for teachers, schools, and boards to critically review what they are now doing and to set priorities. Educators must identify tasks that may no longer be important, or that are better done by others, in a difficult process that has been termed “organized abandonment.”

Lack of resources

We recognize the serious financial constraints affecting both provincial and local governments, constraints shared by most public institutions in the 1990s. Expansionary times have long gone, and society is becoming aware that complaints do nothing to ease fiscal difficulties. Although constraints are real, they should not be seen as an insurmountable barrier. In some cases, low-cost options are highly effective; we have already pointed to peer tutoring as a low-cost program with benefits to students. In our opinion, volunteers are another under-used and low-cost resource. In other cases, educators and the public should be prepared to argue for re-allocation of funds to ensure that essential and high-priority services and programs are available.

Achieving the kind of school system we envisage will be difficult, but it is a worthy ideal. We have not shied away from difficult issues, even when we cannot offer clear or guaranteed solutions.

Will our recommendations be implemented faithfully? That will be decided by the government, school boards, schools, teachers, parents, students, and others with a stake in education in Ontario. If the Commission's vision is to be realized, these people and organizations must move forward without waiting for others to take the first step.

We began our report by highlighting the dramatically altered context in which schools now operate. Profound social, economic, demographic, and technological changes have made the old forms of schooling outmoded. We went on to suggest that changes in the education system, important as they are, are not enough. People must rethink how schools relate to the community, and how the education system relates to the rest of government and to other societal institutions.

“To wait to introduce change until we have unanimity is usually to wait forever ... There is probably no innovation that has benefitted humankind that was not originally condemned by experts as impractical, impossible, or immoral.”

David Pratt, *Curriculum Planning*, 1994

We want real change in the lives of students and teachers. We are not interested in political rhetoric about education. We have indicated what is required in terms of the government's response and implementation plan, but if substantial changes are to occur, more than provincial policy changes are needed.

School boards, faculties of education, principals, teachers, parents, and students can and must act. They need not – and, indeed, should not – wait for governments. Local actions will produce improvements in classrooms and schools, and will also put pressure on decision-makers to follow through with necessary supports.

In other words, everybody has to take responsibility for making schools increasingly better. A 1994 implementation guide published by the British Columbia Ministry of Education sets out how each stakeholder contributes to reform. Because we found it to be an excellent summary of responsibilities, we reproduce it here:

Implementation responsibilities

- Ministry provides leadership and implementation support
- School boards organize planning and allocation of financial, human and learning resources in support of implementation
- Teachers and school administrators participate in [board] and school-based planning for implementation of new policies, and implement policies according to provincial guidelines
- Students work to take advantage of learning opportunities offered by provincial and local programs
- Parents help children to develop clear values and self-discipline, and to apply themselves to their schoolwork
- Provincial and professional organizations [teachers' federations] plan, and assist members to understand, adapt and implement new policies and programs
- College of Teachers reviews requirements for certification and teacher education in relation to the new programs
- Business and labour work with local school boards and schools to develop partnerships in and outside of schools to assist in the implementation of new programs, especially in the area of work experience and career development⁹

We would add to this list the need for parents and other community members to work with schools to establish school/community councils, and to look for ways to link school, home, and community more effectively, while

students are responsible for organizing their systematic input to schools.

The actions that people take in schools, in the community, and in government, will have a cumulative effect in moving reform forward. They will:

- build commitment to the necessary reforms, and encourage action by *all* stakeholders, at the local and provincial levels
- develop capacity and skill among educators, parents, students, and others, to implement the changes
- create organizational cultures supportive of changes, and provide necessary resources for schools, school boards, the Ministry, and community groups
- provide relevant feedback to schools and to the public, about how the process is proceeding and about early outcomes, and ensure that such feedback is used to improve future implementation.

We end our report by suggesting actions for all those who care about Ontario's schools. Through thousands of such actions, guided by the goal of improved learning for all students, our schools will rise to the challenge of preparing children and adolescents for the 21st century.

Together, those with the biggest stake in Ontario education can work to make our recommendations a reality. They can also insist that the government act promptly to implement the report. “Systems ... don't change by themselves; people change systems.” The report of the Royal Commission on Learning is now in the hands of the people of Ontario. Its future is up to you.

Endnotes

- 1 Ontario, Provincial Committee on Aims and Objectives of Education in the Schools of Ontario, *Living and Learning* (Toronto: Newton Publishing, 1968), p. 134.
- 2 Allan R. Odden, "New Patterns of Education Policy Implementation and Challenges for the 1990s," in *Education Policy Implementation* (Albany: State University of New York Press, 1991), p. 326.
- 3 Michael G. Fullan with Suzanne Stiegelbauer, *The New Meaning of Educational Change* (Toronto: OISE Press, 1991), p. 65.
- 4 Milbrey W. McLaughlin, "Learning from Experience: Lessons from Policy Implementation," in Odden, *Education Policy Implementation*, p. 187.
- 5 Matthew Miles, "Practical Guidelines for School Administrators: How to Get There" (paper presented at the annual meeting of the American Educational Research Association, 1987).
- 6 Two recent articles point to the challenge of helping a large and diverse educational community understand highly complex and difficult changes, and the danger that people will rely on oversimplified interpretations of new policies. See:
 Roland Case, "Our Crude Handling of Educational Reforms: The Case of Curricular Integration," *Canadian Journal of Education* 19, no. 1 (1994): 80–93.
 Walter Werner, "Defining Curriculum Policy through Slogans," *Journal of Education Policy* 6, no. 2 (1991): 225–38.
- 7 Kenneth Leithwood and Byron Dart, "Guidelines for Implementing Educational Policy in British Columbia," p. 7. Draft paper prepared for the British Columbia Ministry of Education, 1994.
- 8 G. Orpwood and J. Lewington, *Overdue Assignment: Taking Responsibility for Canada's Schools* (Rexdale, ON: John Wiley, 1993), p. 182.
- 9 British Columbia, Ministry of Education, *Putting Policies into Practice: Implementation Guide* (Victoria, 1994), p. 2–3.

Appendix 1: Action Plan for Government

Examples of longer-term actions for the province and the Ministry of Education and Training

Year 2 (1996–97)

- continue legislative change for longer-term actions;
- monitor the initial changes, and on the basis of these experiences, develop guidelines for further implementation, create necessary training and professional development programs, disseminate information throughout the province;
- establish the College of Teachers; MET transfers control of teacher education, certification (initial and continuing);
- phase in French-language governance and other changes in board structure;
- carry out evaluations of principal courses and SOQPs; follow through on results by setting out improvement targets – with timelines.

Year 3 (1997–98)

- set outcomes for all grades;
- implement Grade 3 and Grade 11 assessments;
- assure that all funding and local governance changes are in place for 1997 municipal and school board elections;
- plan, with the College of Teachers, the new-teacher, pre-service prerequisites for admission and program requirements, and the requirements for on-going professional development;
- make decisions re continuation of various principals' courses and SOQPs;
- request curriculum teams to write support documents (through contracts).

Over the longer term (10 years, with MET setting out detailed implementation plans to guide efforts over this time)

- initiate full implementation of Early Childhood Education programs;
- implement the new curriculum in its entirety;
- implement new-teacher preparation and professional development programs;
- initiate the annual administration of Grade 3 and 11 assessments;
- implement the full range of changes in funding structures and French-language governance;
- create a framework for on-going improvement, based on the results of assessments.

Appendix 2: Action Plan for Education Stakeholders

Examples of immediate or short-term actions: To be done in 1995–96 by education stakeholders

Topic of RCOL Recommendations	School Boards	Teachers' Federations	Schools	Faculties	Parents	Students
Overall response to RCOL	Assist in disseminating information about RCOL report and recommendations.	Assist in communicating RCOL information to members.	Provide RCOL information to parents, students, and community.	Review current programs in light of RCOL discussion and recommendations.	Help to organize and attend information sessions.	Work with schools and school boards to distribute RCOL's short version summary through student groups and hold information sessions.
Curriculum and learning	Identify curriculum expertise, link with MET, other boards, with federations, and with faculties of education.	Continue program of producing specific additional curriculum support materials.	Review school programs and teaching approaches to increase levels of challenge, ensure that all students benefit, and identify teacher in-service needs.	Review programs re changes needed so that student teachers are prepared to teach the common curriculum.	Contact teachers about ways to help your child learn.	Work on establishing peer coaching and tutoring program.
Assessment and accountability	Identify teacher in-service needs, and collaborate with other school boards, federations, and with faculties of education in setting up programs.	Provide professional development programs for members on student assessment, and collaborate with boards and faculties on such programs.	Ensure that all teachers learn about assessing student learning effectively.	Strengthen programs relating to assessment and accountability, through hiring, professional development of faculty members, and curriculum for pre-service programs.	Contact teachers about use of assessment results to help your child learn.	Produce best efforts on assessment activities.
Balancing power and influence	Begin turning over more budget and decision-making powers and accountability to schools.	Develop federation perspective on how best to implement more differentiated staffing in schools.	Expand and strengthen ways to communicate with parents.	Explore setting up professional development schools in which practising teachers have significant input and influence in pre-service programs.	Work with your school and/or school board re setting up school/community councils.	Work with teachers to strengthen student councils.
School readiness	Survey existing kindergarten, child-care, and other space to plan for accommodation of additional children.	Work toward co-ordination of Early Childhood Education and school staff.	Survey existing space with a view to planning how and where to accommodate larger programs for young children.	Work with colleges to develop programs for preparing staff for Early Childhood Education programs.	Request that school board begin linking with current providers of early childhood education.	Work with principals and teachers to develop ways in which senior students can help in Early Childhood Education program.

Topic of RCOL Recommendations	School Boards	Teachers' Federations	Schools	Faculties	Parents	Students
Information technology	Identify hardware and software needs.	Expand work on professional electronic networks.	Ensure that all teachers have familiarity and expertise with computers and electronic communications – to strengthen learning.	All student teachers learn to use technology to strengthen student learning.	Volunteer to assist in classrooms re computer usage during and/or after school.	Identify students who can help staff and other students in using information technology.
Teacher professionalization	Identify professional development priorities of all board staff and trustees.	Work with faculties of education re various alternative models of professional development.	Identify priorities for professional development and identify what can be provided with in-school expertise.	Meet with representatives from school boards and teacher federations re joint programs and how mandatory professional development will be implemented.	Work with school to plan professional development for school community council members.	Establish a program of leadership development for students.
Community education	Create inventory of existing links with community agencies.	Establish federation perspectives on how best to link with community beyond school, and to co-ordinate programs and services to the advantage of students, as well as teachers.	Identify a problem shared by school and community, as focus for action.	Develop courses to explore community education.	Ask schools to bring in outside resources and volunteers – and identify community expertise.	Start student-initiated community service programs.

For the community partnership engine in particular, community agencies and business groups are also stakeholders. They all can take action to initiate and support closer links between schools and their communities. Senior officials in various community agencies and business groups can contact school boards re common interests, joint ventures, conferences to build common understanding, as well as putting pressure on government to support such links through regulatory and funding mechanisms.

***For the Love of Learning:* Recommendations**

This section includes the complete set of recommendations of the Royal Commission on Learning.

Chapter 7: The Learner from Birth to Age 6

The Commission recommends:

1. That Early Childhood Education (ECE) be provided by all school boards to all children from 3 to 5 years of age whose parents/guardians choose to enrol them. ECE would gradually replace existing junior and senior kindergarten programs, and become a part of the public education system;
2. That the ECE program be phased in as space becomes available;
3. That, in the implementation of ECE, the provincial government give priority funding to French-language school units;
4. That the Ministry of Education and Training develop a guide, suitable for parents, teachers, and other caregivers, outlining stages of learning (and desirable and expectable learner outcomes) from birth onwards, and that it link to the common core curriculum, beginning in Grade 1. This guide, which would include specific learner outcomes at age 6, would be used in developing the curriculum for the Early Childhood Education program.

Chapter 8: The Learner from Age 6 to 15

The Commission recommends:

5. That learner outcomes in language, mathematics, science, computer literacy, and group learning/interpersonal skills and values be clearly described by the Ministry of Education and Training from pre-Grade 1 through the completion of secondary school, and that these be linked with the work of the College Standards and Accreditation Council, as well as

universities; and that clearly written standards, similar in intent to those available in mathematics and language (numeracy and literacy), also be developed in the other three areas;

6. That the acquisition of a third language become an intrinsic part of the common curriculum from a young age up to Grade 9 inclusively, with the understanding that the choice of language(s) taught or acquired will be determined locally, and that the acquisition of such a third language outside schools will be recognized as equivalent by an examination process, similar to what we term challenge exams within the secondary school credit system;

7. That all elementary schools integrate a daily period of regular physical exercise of no less than 30 minutes of continuous activity as an essential part of a healthy school environment. Schools that have problems scheduling daily periods should, as a minimum, require three exercise periods per week;

8. That, at the Grade 1–5/6 level, an educator monitor a student's progress during the years the student is at the school, and be assigned responsibility for maintaining that student's record;

9. That the Ministry of Education and Training and the local boards of education provide incentives to large middle (and secondary) schools to create smaller learning units, such as schools-within-schools or houses;

10. That, beginning in Grade 7, every student have a Cumulative Education Plan, which includes the student's academic

and other learning experiences, is understood to be the major planning tool for the student's secondary and post-secondary education, and is reviewed semi-annually by the student, parents, and by the teacher who has a continuing relationship with and responsibility for that student as long as she or he remains in the school;

11. That curriculum guidelines be developed in each subject taught within the common curriculum, to assist teachers in designing programs that will help students achieve the learning outcomes in *The Common Curriculum*. These guidelines should include concrete suggestions on how teachers can share with parents ways to help their children at home;

12. That the Minister of Education and Training amend the regulations to enable school boards to extend the length of the school day and/or school year;

13. That the Ministry of Education and Training work with curriculum and learning specialists to develop strategies (based on sound theory and practice and enriched with detailed examples) for providing more flexibility in the amount of time available to students for mastering curriculum;

14. That local schools and boards be allowed to develop and offer programs in addition to those in *The Common Curriculum*, as long as those options meet provincially developed criteria, and as long as at least 90 percent of instructional time is devoted to the common curriculum for Grades 1 to 9.

Chapter 9: The Learner from Age 15 to 18

The Commission recommends:

15. That the Ministry of Education and Training review community college education – its mandate, funding, coherence, and how it fits into the system of education in Ontario, including clarification of access routes from secondary school to college, and with special attention being paid to students who are not university-bound;

16. That secondary school be defined as a three-year program, beginning after Grade 9, and that students be permitted to take a maximum of three courses beyond the required 21, for a total of not more than 24 credits. We

further recommend that all courses in which the student has enrolled – whether completed or incomplete, passed or failed – be recorded on that student's transcript;

17. That only two, not three, differentiated types of courses should exist;

18. That some courses (to be called Ontario Academic Courses, or OAcCs) be offered with an academic emphasis; that others (to be called Ontario Applied Courses, or OAPCs) be offered, with an emphasis on application; and that still others be presented as common courses, blending academic and applied approaches, and with no special designation;

19. That large secondary schools be reorganized into “schools-within-schools” or “houses,” in which students have a core of teachers and peers with whom they interact for a substantial part of their program. Such units may be topic-, discipline-, or interest-focused;

20. That as a mandatory diploma requirement all students participate each year in physical exercise at least three times per week, for not less than 30 minutes per session, either in or outside physical education classes;

21. That as a mandatory diploma requirement all students take part in a minimum of 20 hours per year (two hours per month) of community service, facilitated and monitored by the school, to take place outside or inside the school;

22. That the same efforts to centrally develop strategies and ideas for increasing flexibility and individualization of the pace of learning, which we called for in the common core curriculum, be applied to the specialization years;

23. That a set of graduation outcomes be developed for the end of Grade 12; that they be subject and skill oriented, as well as relatively brief; and that they cover common learner outcomes for all students as well as supplemental learner outcomes for the OAcC and the OAPC programs;

24. That students have the option of receiving as many as two international language credits toward their diploma no matter where they obtained their training or knowledge of the language(s) if, upon examination, they demonstrate appropriate levels of language mastery;

25. That the Ontario Training and Adjustment Board (OTAB) be given the mandate to take leadership, working in partnership with school boards, community colleges, and other community partners, to establish programs that will assist secondary school graduates and drop-outs to transfer successfully to the workforce, including increasing opportunities for apprenticeship and for other kinds of training as well as employment counselling;

26. That the Ministry of Education and Training create a brief and clear document that describes for parents what their children are expected to learn and to know, based on the developmental framework of stages of learning from birth to school entrance, *The Common Curriculum*, and the secondary school graduation outcomes. Succinct information on college and university programs should be also included;

27. That, in order to ensure that all Ontario residents, regardless of age, have access to a secondary school diploma, publicly funded school boards be given the mandate and the funds to provide adult educational programs;

28. That a consistent process of prior learning assessment be developed for adult students in Ontario, and that this process include an examination for a secondary school equivalency diploma;

29. That the Ministry of Education and Training, with its mandate which includes post-secondary education, require the development of challenge exams and other appropriate forms of prior learning assessment by colleges and universities, to be used up to and including the granting of diplomas and degrees;

30. That the right of adults to pursue literacy education must be protected, regardless of employment status or intentions;

31. That COFAM/OTAB immediately define and set aside, for short- and medium-term adult literacy programs, a francophone allotment that is not linked to participation in the workforce, in addition to the francophone programs linked to workforce status and intention.

Chapter 10: Supports for Learning: Special Needs and Special Opportunities

The Commission recommends:

32. That the Ministry make it mandatory for English-language school units to provide ESL/ESD, and French-language school units to provide ALF/PDF, to ensure that immigrant students with limited or no fluency in English or French, and Charter rights holders with limited or no fluency in French, receive the support they require, using locally chosen models of delivery. In its block-funding grants, the Ministry should include the budgetary supplements required to allow the schools to offer these programs wherever the community identifies a need for them.

33. That no child who shows difficulty or who lags behind peers in learning to read be labelled “learning disabled” unless and until he or she has received intensive individual assistance in learning to read, which has not resulted in improved academic performance;

34. That in addition to gifted programs, acceleration, based on teacher assessment, challenge exams, and/or other appropriate measures become widely available as an important option for students;

35. That when parents and educators agree on the best programming for the student, and there is a written record of a parent’s informed agreement, no Identification, Placement, and Review Committee (IPRC) process occur;

36. That when there is no agreement, and an IPRC meeting must take place, a mediator/facilitator be chosen, on an ad hoc basis, to facilitate discussion and compromise, to alleviate the likelihood of a legal appeal; and that the legislation be rewritten to provide for this pre-appeal mediation;

37. That when a student has been formally identified and placed, the annual review be replaced by semi-annual individual assessment that will show whether and how much the student has progressed over a five-month period, and decisions about continuation of the program be made based on objective evidence as well on as the judgment of the educators and parents in regard to the student’s progress;

38. That school boards look for ways to provide assistance to those who need it, without tying that assistance to a formal identification process.

39. That, while integration should be the norm, school boards continue to provide a continuum of services for students whose needs would, in the opinion of parents and educators, be best served in other settings;

40. That all elementary school teachers have regular access to a “community career co-ordinator” responsible for co-ordinating the school’s community-based, career-awareness curriculum, and working with teachers and community members to build and support the program;

41. That, beginning in Grade 6 or 7 and continuing through Grade 12, all schools have appropriately trained and certified career-education specialists to carry out career counselling functions;

42. That the Ministry, in co-operation with professional career-education groups, the Ontario School Counsellors’ Association, and the Association of Career Centres in Educational Settings, and with representation from colleges, universities, and business and labour, develop a continuum of appropriate learner outcomes in career awareness and career education for Grades 1–12;

43. That the Ministry of Education and Training take the lead in working with the Ministry of Health to develop a definition of essential mental-health promotion programs and services that should be available in the school setting; the professional training necessary to provide them; the services that should be offered to students outside the schools and by whom; and the way responsibility for providing these services is shared across ministries;

44. That the Ministry of Education and Training clarify the nature and function of personal and social guidance counselling in schools by:

- a) redefining the appropriate training required for a guidance or personal counsellor, and creating and implementing a plan for educating and re-educating those people who are now, or should now be, delivering these services to students; this redefinition should be done in co-operation with the Ontario School

Counsellors’ Association and representatives of colleges and universities; such training should also be accessible through avenues other than teacher education;

- b) ensuring that delivery of these services be implemented by personnel who, after a date to be specified, have received the agreed-on training;

45. That the Ministry of Education and Training develop a new guideline for social/personal guidance to replace *Guidance, Intermediate and Senior Divisions, 1984*, including a description of the kind of differentiated staffing needed to deliver guidance and counselling services in schools, both elementary and secondary.

Chapter 11: Evaluating Achievement

The Commission recommends:

46. That significantly more time in pre-service and continuing professional development be devoted to training teachers to assess student learning in a way that will help students improve their performance, and we recommend supervised practice and guidance as the principal teaching/learning mechanism for doing so;

47. That the Ministry of Education and Training begin immediately to develop resource materials that help teachers learn to assess student work accurately and consistently, on the specific learner outcomes upon which standardized assessment and reporting will be based;

48. That the Ministry of Education and Training, in conjunction with professional educators, assessment experts, parents, students, and members of the general public, design a common report card appropriate for each grade. To be known as the Ontario Student Achievement Report, it would relate directly to the outcomes and standards of the given year or course and, in all years, would be used as the main vehicle for communicating, to parents and students, information about the student’s achievements. While school boards would not be permitted to delete any part of the OSAR, they could seek permission from the Ministry to add to it;

49. That the Ministry monitor its own assessment instruments for possible bias, and work with boards and professional bodies to monitor other assessment instruments; that teachers be offered more knowledge and training in detecting and eradicating bias in all aspects of assessment; and that the Ministry monitor the effects of assessment on various groups;

50. That all students be given two uniform assessments at the end of Grade 3, one in literacy and one in numeracy, based on specific learner outcomes and standards that are well known to teachers, parents, and to students themselves;

51. That the construction, administration, scoring, and reporting of the two assessments be the responsibility of a small agency, independent of the Ministry of Education and Training, and operating at a very senior level, to be called the Office of Learning Assessment and Accountability;

52. That a literacy test be given to students, which they must pass before receiving their secondary school diploma;

53. That the Ministry continue to be involved in and to support national and international assessments, and work to improve their calibre;

54. That the Ministry develop detailed, multi-year plans for large-scale assessments (program reviews, examination monitoring), which establish the data to be collected and the way implementation will be monitored, and report the results publicly, and provide for the interpretation and use of results to educators and to the public;

55. That, initially, and for a five- to seven-year period, until the process is well established in the school system and in the public consciousness, an independent accountability agency be charged with implementing and reporting the Grades 3 and 11 universal student assessments. The reports and recommendations of the Office of Learning Assessment and Accountability would go directly to the Minister and the public;

56. That the Ministry of Education and Training, in consultation with community members and researchers, develop a specific procedure for collecting and reporting province-wide data on student achievement (marks, and Grade 3 and

Grade 11 literacy test results) for groups identified according to gender, race, ethno-cultural background, and socio-economic status.

Chapter 12: The Educators

The Commission recommends:

57. That the Education Act be amended to allow instructors who are not certified teachers to supervise students, under specified conditions and circumstances, and to deliver certain non-academic programs. Instructors might be health, recreational, and social-work personnel, or other members of the community, as designated by the school's principal;

58. That a professional self-regulatory body for teaching, the Ontario College of Teachers, be established, with the powers, duties, and membership of the College set out in legislation. The College should be responsible for determining professional standards, certification, and accreditation of teacher education programs. Professional educators should form a majority of the membership of the College, with substantial representation of non-educators from the community at large;

59. That the College of Teachers, in close co-operation with faculties of education, develop a framework for accrediting teacher preparation programs offered by Ontario faculties of education, and that the College be responsible for carrying out such accreditation processes;

60. That faculties of education and school staff who supervise student teachers be accountable for ensuring that those recommended for Ontario Teaching Certificates have the qualities required for admission to the teaching profession, and that those candidates who do not show such qualities be advised to leave teacher preparation programs;

61. That faculties expand their efforts to admit more student teachers from previously under-represented groups, including ethno-cultural and racial minorities, aboriginal communities, and those who are disabled, and that they be accountable to the College of Teachers for demonstrating significant progress toward achieving this objective;

62. That faculties of education, school boards, and teachers' federations develop joint programs to encourage more

young people from minority groups to consider teaching as a career, and to ensure that minority youth and adults interested in teaching have opportunities to gain the necessary experience with children and adolescents;

63. That faculties of education establish partnership arrangements with selected school boards and schools in the public, Roman Catholic, and French-language systems that agree to work with faculties in preparing student teachers. In such designated “professional development schools,” staff from faculties and from the schools would be jointly responsible for planning the program and for guiding student teachers through their learning;

64. That school staff with responsibility for student teachers be selected jointly by the faculty of education and the school principal, and that they participate in a significant and well-designed preparation program themselves, to ensure that they have a fully developed understanding of the process of learning to teach, and a shared understanding of the skills, knowledge, competencies, and values that beginning teachers should have;

65. That school staff supervising student teachers have significant input into recommendations for certification;

66. That common undergraduate prerequisites be established for entry to pre-service teacher preparation programs, with decisions about specific prerequisites to be made by the College of Teachers, with input from faculties of education and school boards;

67. That faculties of arts and science be encouraged to work with faculties of education to develop suitable undergraduate courses, where these do not exist, in subjects that are prerequisites for entry to faculties of education;

68. That the consecutive program for teacher education be extended to two years, and that one year be added to the concurrent program, and that the Bachelor of Education degree be awarded on successful completion of the two-year program or, in the case of the concurrent program, on completion of the equivalent of the two-year education program;

69. That the current practice-teaching requisite of 40 days be replaced by a requirement that student teachers spend at least that much time observing and working in designated

“professional development schools” during the first year of the B.Ed. program, and that they spend a substantial portion (at least three months) of the second year working in schools, under the supervision of school staff. As well, a similar requirement for students in concurrent programs should be established over the length of the pre-service program;

70. That faculties of education recommend to the College of Teachers that those who have been awarded B.Ed. degrees be given a provisional Ontario Teaching Certificate;

71. That the Ontario Teaching Certificate be made permanent on completion of one year’s teaching in Ontario, on the recommendation of a qualified principal or supervisory officer. However, this certification process would be quite distinct from the employing board’s decision concerning probationary and permanent contracts;

72. That the College of Teachers develop a set of criteria for certifying staff for school readiness programs, and that whatever preparation and certification requirements are adopted, teachers in early childhood education programs have qualifications equivalent to other teachers, and be equal in status;

73. That the College of Teachers consider how to recognize staff members who are currently licensed as early childhood educators or certified primary teachers and who will be affected by the establishment of school readiness programs for three-year-olds in publicly funded schools;

74. That school boards be required to provide appropriate and sustained professional support to all first-year teachers, to ease their entry into full-time teaching;

75. That mandatory professional development be required for all educators in the publicly funded school system, with continuing certification every five years, dependent on both satisfactory performance and participation in professional development recognized by the College of Teachers;

76. That the Ministry of Education and Training, school boards, and federations, in collaboration with the College of Teachers, investigate and encourage various ways of providing opportunities for professional renewal for teachers and school administrators;

77. That all school boards make information available to the public about their performance appraisal systems, using newsletters or other means, so that students, parents, teachers, and the public are aware of the basis of performance appraisal and the guidelines being followed;

78. That all school board performance appraisal systems include provision for systematically and regularly seeking input from students and parents in regard to teaching, classroom, and school atmosphere, and to related matters about which they may have concerns or suggestions;

79. That beginning teachers have an opportunity to get helpful performance feedback from colleagues other than the principal or vice-principal, understanding that such information will not be used for decisions about permanent contracts. Designated mentor teachers – or in secondary schools, department heads – could provide this assistance;

80. That the College of Teachers, the Ministry, and school boards emphasize that principals are accountable for satisfactory teacher performance in their schools, and that supervisory officers are responsible for ensuring that principals take appropriate action in dealing with teachers whose performance is not satisfactory;

81. That the Ministry, teachers' federations, and school boards reach agreement on any changes required to ensure that policies and practices related to dismissal effectively balance the rights of teachers and the rights of students;

82. That an M.Ed. degree be a requirement for appointment to the position of vice-principal or principal;

83. That the provincial courses to prepare candidates to become principals continue, but that these courses be regularly evaluated, starting immediately, by an external review team, composed of practising principals, supervisory officers, academics in the field of educational administration, and at least one member from outside Ontario. The review should be rigorous, to assess how successfully the course addresses the skills and knowledge required, as well as the needs of the system. Continuation of any courses would depend on a satisfactory evaluation;

84. That school boards create a variety of structured experiences through which aspiring and junior administrators can

learn leadership skills. Such experiences would include internships or job shadowing, exchanges outside the education field, secondments to a number of different educational settings, and organized rotation of vice-principals to different schools;

85. That appointment to the position of principal or vice-principal be for a five-year term, continuation of the appointment to depend on evidence of participation in, and successful completion of, professional development programs satisfactory to the employing school board, and on satisfactory performance;

86. That in light of recent and proposed changes in the nature and organization of secondary school programs:

- a) the role of department head be reviewed, with a view to reducing the number of department heads where appropriate;
- b) responsibilities of department heads include supervision and evaluation of teachers in their departments;
- c) appropriate professional development be provided for department heads;

87. That school boards review the responsibilities of supervisory officers in light of the changes in governance and organization recommended in this report, with a view to reducing the number of supervisory officers as appropriate, as current incumbents retire, and, if necessary, changing responsibilities assigned to supervisory officers, as organizational needs change;

88. That the Supervisory Officer Qualification Programs continue, but be regularly evaluated, starting immediately, by an independent review team, which would include supervisory officers and academics in educational administration, as well as some members from outside Ontario. The continuation of programs should depend on a satisfactory evaluation from this team;

89. That requirements for admission to the Supervisory Officer Qualifications Program be adjusted, to make it possible for school boards to appoint administrators from outside Ontario as supervisory officers;

90. That school boards provide current and aspiring supervisory officers with increased opportunities for varied experiences, both in and outside the educational system, including exchange programs with government and business;

91. That newly appointed supervisory officers be given a minimum of 15 days release time during their first year in the position, for participation in structured professional development activities such as:

- a) working with other supervisory officers to increase their understanding of their new roles;
- b) taking part in a study group or series of workshops with other newly appointed supervisory officers;

92. That supervisory officers be appointed for a five-year term, with a continuation of the appointment dependent on successful participation in professional development recognized by the employing board, and on satisfactory performance.

Chapter 13: Learning , Teaching and Information Technology

The Commission recommends:

93. That the Ministry be responsible for overseeing the increased and effective use of information technology in the province's schools, and that its role include

- a) determining the extent and nature of the computer-related resources now in use in schools across Ontario;
- b) functioning as an information clearing house for these resources, assuring that all boards are privy to such information, and preventing unnecessary duplication of effort;
- c) facilitating alliances among the Ministry, school boards, hardware and software firms, and the private sector;
- d) developing common standards jointly with system partners, for producing and acquiring technology;
- e) developing license protocols that support multiple remote users accessing centrally held software in a local area network (LAN) or wide area network (WAN) structure; and

- f) co-ordinating efforts, including research and special projects, to refine effective educational assessment programs;

94. That school boards in co-operation with the Ministry, the private sector, universities, and colleges, initiate a number of high-profile and diverse projects on school computers and learning, to include a major infusion of computer hardware and software. These projects should reflect the province's diversity, include a distinct and comprehensive evaluation component, and be used for professional development, software design, and policy analysis;

95. That the Minister approach colleagues in other provinces, through the Council of Ministers of Education of Canada, to establish a national network of projects on computers and learning, which can inform teaching and learning from sea to sea;

96. That the proposed College of Teachers require faculties of education to make knowledge and skills in the educational use of information technology an integral part of the curriculum for all new teachers;

97. That teachers be provided with, and participate in, professional development that will equip them with the knowledge and skills they need to make appropriate use of information technology in the classroom, and that acquisition of such knowledge become a condition of re-certification;

98. That the Ministry of Education and Training and the Ministry of Economic Development and Trade, working through learning consortiums and existing federal government programs, co-ordinate efforts with the Ontario business community to distribute surplus computers through Ontario school boards, and that, as more computers are introduced into the school system, priority be given to equipping schools serving low-income and Franco-Ontarian communities;

99. That the Ministry increase the budget allocated for purchasing software on behalf of school boards in Ontario, and that it increase boards' flexibility in using funds to

permit leasing or other cost-sharing arrangements, in addition to purchasing, in acquiring information technology equipment;

100. That computer software and all other electronic resources used in education be treated as teaching materials for the purpose of Circular 14 assessment (for quality, balance, bias, etc.);

101. That the Ministry, with the advice of educators in the field, identify priority areas in which Canadian content and perspective are now lacking;

102. That the Ministry exercise leadership with the Council of Ministers of Education of Canada to initiate a program promoting production of high-quality Canadian educational software by Canadian companies and other appropriate bodies, such as school boards, universities, and colleges;

103. That the Government of Ontario, working with school boards and other appropriate agencies, commit itself to ensuring that every classroom in every publicly funded school in Ontario is connected to at least one local computer network and that, in turn, this network is connected to a provincial network, a national network, and the Internet;

104. That school boards, in co-operation with government ministries and appropriate agencies, establish in neighbourhoods where personal computer access is less likely to be prevalent community computing centres, possibly in school buildings or in public libraries, and provide on-going funding for hardware, software, and staffing;

105. That the Ministry support boards in pilot projects that extend the opportunity for learners to access funded programs and equipment outside the defined school day;

106. That the Government of Ontario advocate that public facilities, such as public libraries and schools, and such non-profit groups as "freenets," be given guaranteed access to the facilities of the electronic highway at an affordable cost (preferably free for users of these facilities);

107. That the Ministry proceed to upgrade Contact North from an audio to an interactive video network.

Chapter 14: Community Education

The Commission recommends:

108. That the Ministry of Education and Training mandate that each school in Ontario establish a school-community council, with membership drawn from the following sectors:

- parents
- students (from Grade 7 on)
- teachers
- representatives from local religious and ethnic communities
- service providers (government and non-government)
- municipal government(s)
- service clubs and organizations
- business sectors;

109. That each school principal devise an action plan for the establishment and implementation of the school-community council;

110. That school boards provide support to principals to establish and maintain school-community councils and that the boards monitor the councils' progress and indicate the progress in their annual reports;

111. That the Ministry of Education and Training, teachers' federations, and school boards take whatever actions are necessary to ensure that community liaison staff persons are sufficiently available to assist principals in strengthening school-community linkages. These staff, who would not be certified teachers, would be responsible for helping to implement decisions and initiatives of the school-community councils as well as other school-community initiatives;

112. That the Premier assign responsibility for reforming children's services to a senior Minister, in addition to his/her regular portfolio; and that this senior Minister be supported by an Interministerial Committee of Ministers responsible for children's services; and that

- a) the Committee be assisted by permanent staff;
- b) the Committee include the systematic review and revision of
 - service approaches taken
 - quality of services provided
 - funding mechanisms

- legislation
 - regional organization of authority
 - provincial structures;
- c) the Committee establish, through the regional offices of the MET, a leadership and co-ordinating plan between the school boards and the other local providers of services to develop and help implement the mechanisms necessary to support the work of school-community councils.

113. That the provincial government review legislative and related impediments, and that they develop a policy framework for collaboration to facilitate partnerships between community and schools;

114. That the Interministerial Committee of Ministers, under the senior minister responsible, as its first task set a sustainable timeline for implementing community partnership, policies, and mechanisms, with specific points for reporting and disseminating the results of the efforts.

Chapter 15: Constitutional Issues

The Commission recommends:

115. That section 136, which restricts preferential hiring in the Roman Catholic school system, be removed from the Education Act;

116. That, with reference to the role of the Roman Catholic education system, the Ministry of Education and Training ensure appropriate and influential representation from the Roman Catholic education system at all levels of its professional and managerial staff, up to and including that of Assistant Deputy Minister; and that the Minister establish a Roman Catholic Education Policy and Programs Team or branch in the Ministry;

117. That the Ministry of Education and Training and the faculties of education establish a pre-service credit course in the foundations of Roman Catholic education, and that this course be available at all faculties of education in Ontario;

118. That the religious education courses currently offered at faculties of education receive full credit status and be made part of the regular academic program;

119. That, with reference to the admission of non-rightholders to French-language schools:

- a) the Minister of Education and Training give the CEFFO a mandate in consultation with school boards, to propose and ensure the adoption of uniform criteria for the admission of “non-rightholders” or their children;
- b) the Ministry of Education and Training require school boards to assume responsibility for making information about these criteria available to the relevant communities, particularly ethno-cultural communities;
- c) the composition of committees to admit non-rightholders or their children include one or more Franco-Ontarian parents and one or more parents from ethno-cultural communities;

120. That the Ontario Ministry of Education and Training give the Conseil de l’éducation et de la formation franco-ontariennes (CEFFO) the mandate to recommend to the Ministry, as soon as possible and on the basis of existing documents, school governance model(s) by and for francophones, encompassing education from pre-school to the end of secondary school without, however, seeking to define structures that are administratively symmetrical to those of the English-language system; and that the government, through the Ontario Ministry of Education and Training, approve and diligently implement the recommendations submitted by the CEFFO with respect to school governance by and for francophones;

121. That funding by the Ministry of Education and Training automatically include among its calculation of grants and weighting factors, for all French-language instructional units, the budgetary supplements required to allow these units to offer, according to the needs identified by the community:

- a) accelerated language retrieval programs (designed for recovery, actualization, and skill and development); and
- b) the necessary *animation culturelle* in classes and schools;

122. That for the early childhood education programs (children age 3 to 5), one of our key recommendations in Chapter 7, the provincial government give priority funding to French-language instructional units over every other school;

123. That rather than having the two levels of government work independently of each other, and in order to avoid duplication, the Government of Canada and the Government of Ontario jointly fund for use in both on-reserve schools and schools under provincial jurisdiction, the development of curriculum guidelines and resource materials that more accurately reflect the history of Canada's aboriginal people and their contribution to Canada's literature, culture, history, and values, and in other areas to be incorporated throughout the curriculum;

124. That the Governments of Canada and Ontario jointly fund the development of assessment and teaching strategies that are more sensitive to the learning styles identified by aboriginal educators;

125. That the federal and provincial governments work with Native education authorities and the First Nations to provide better support to students who must live away from their communities to obtain elementary and/or secondary education;

126. That the federal government review its method of funding education for Native students in on-reserve schools to ensure there are adequate funds to provide any necessary special programs to support aboriginal education and for professional support of teachers;

127. That the province include in its requirements for pre-service and in-service teacher education a component related to teaching aboriginal students and teaching about aboriginal issues to both Native and non-Native students;

128. That the federal government, which has responsibility in this field, give top priority to ensuring the availability of good telecommunications throughout Ontario in order to support education through the use of interactive video and computer networking;

129. That both the federal and provincial governments provide resources to support the development of courses, initially video- and CD-ROM-based, that would use interactive technology when an adequate telecommunication infrastructure is in place;

130. That the federal government provide assistance to aboriginal peoples to develop language teaching resources co-operatively with communities that use the same languages, in other provinces and in the United States;

131. That the province, in co-operation with First Nations communities and school boards, develop guidelines for permitting the use of Native languages as languages of instruction, where teachers and teaching resources are available;

132. That the provincial and federal governments continue their programs to develop resource materials that support the teaching of Native languages and culture for teacher in-service and for classroom use in on- and off-reserve schools, providing such materials are made available to other boards and schools;

133. That the Ministry and the representatives of the First Nations review the Declaration of Political Intent proposal on Native trustee representation, taking into account possible changes in overall board structures that could follow the issue of this report, and that at the earliest opportunity the parties implement the agreement that results;

134. That the federal and provincial governments continue negotiations that lead to full self-governance of education by the First Nations;

135. That the province develop a different way of dealing with band-operated elementary and secondary schools than it now has. Such a method would:

- a) recognize that they are publicly funded schools of a First Nation, governed by a duly constituted education authority; and
- b) permit more reciprocity and co-operation with provincial school boards.

Chapter 16: Equity Considerations

The Commission recommends:

136. That the Ministry of Education and Training always have an Assistant Deputy Minister responsible, in addition to other duties, for advocacy on behalf of anglophone, francophone, ethno-cultural and racial minorities;

137. That trustees, educators, and support staff be provided with professional development in anti-racism education;

138. That the performance management process for supervisory officers, principals, and teachers specifically include measurable outcomes related directly to anti-racism policies and plans of the Ministry and the school boards;

139. That, for the purposes of the anti-racism and ethno-cultural equity provisions of Bill 21, the Ministry of Education and Training require boards and schools to seek input from parents and community members in implementing and monitoring the plans. This process should be linked to the overall school and board accountability mechanisms;

140. That the Ministry and school boards systematically review and monitor teaching materials of all types (texts, reading materials, videos, software, etc.), as well as teaching practices, educational programs (curriculum), and assessment tools to ensure that they are free of racism and meet the spirit and letter of anti-racism policies;

141. That in jurisdictions with large numbers of black students, school boards, academic authorities, faculties of education, and representatives of the black community collaborate to establish demonstration schools and innovative programs based on best practices in bringing about academic success for black students;

142. That whenever there are indications of collective underachievement in any particular group of students, school boards ensure that teachers and principals have the necessary strategies and human and financial resources to help these students improve.

Chapter 17: Organizing education

The Commission recommends:

143. That all boards have at least one student member, entitled to vote on all board matters, subject to the usual conflict-of-interest and legal requirements;

144. That student councils be given the responsibility for organizing students' views on all aspects of school life, and for transmitting these views to teachers and principals with responses sent back to students in a systematic way, and that they provide advice to student trustees;

145. That the Minister of Education and Training establish a Student and Youth Council, to advise on all educational matters, to seek further ways to involve students in decisions that affect their lives, and to sponsor research about what students can do to improve learning in schools;

146. That the Ministry organize a collaborative process for developing a Students' Charter of Rights and Responsibilities, and that the process include a significant role for students. The essential elements of such a charter must include a description of the kind of information a student is entitled to receive, the programs and services to which a student is entitled, the responsibilities a student is expected to accept, the role that students are entitled to play in the decisions made in the system, and the recourse available if students feel that their rights have not been upheld;

147. That students be involved in developing and regularly reviewing codes of behaviour and other selected policies and procedures that flow from the Students' Charter of Rights and Responsibilities at both board and school levels. These policies and procedures may not take away from the rights and responsibilities specified in the charter;

148. That information about the students' charter and all policies and procedures that directly affect students be made available to all students in a way most students can readily understand;

149. That the Ministry phase in a policy requiring school boards to turn over an increasingly significant portion of the school budget to principals, on the condition that the school have a school growth plan; that this plan be monitored by the board; that teachers participate in decision-making concerning curriculum, assessment, professional develop-

ment, and staffing; and that the school demonstrate how it reaches out to students, parents, and the community;

150. That a Parents' Charter of Rights and Responsibilities be developed at the provincial level as a result of collaboration among parents, teachers, administrators, and political decision-makers;

151. That parents be involved in developing student codes of behaviour, and other policies and procedures that flow from the Students' and Parents' Charter of Rights and Responsibilities at both board and school levels;

152. That information about the students' and parents' charters and all policies and procedures that directly affect students and parents be readily available to parents;

153. That all schools in Ontario be accountable for demonstrating the ways in which they have strengthened parents' involvement in their children's school learning;

154. That the Minister of Education and Training, in consultation with the provincial trustees' associations, review and revise the legislation and regulations governing education, in order to clarify the policy-making, as distinct from the operational, responsibilities of school board trustees;

155. That the Ministry set a scale of honoraria for trustees, with a maximum of \$20,000 per annum;

156. That following the proposed shift to the provincial government of the responsibility for determining the funding of education, the two-tiered governance structure of the public schools in Metropolitan Toronto be phased out, with the Metropolitan Toronto School Board being replaced by an administrative consortium of school boards in the Metropolitan Toronto area;

157. That the Ministry clearly set out its leadership and management roles, especially in relation to school boards, teacher federations, and faculties of education, and that it develop a plan for more complete communication with all those interested in elementary and secondary education;

158. That, in order to maximize their influence within the Ministry, assistant deputy ministers representing particular constituencies be placed in charge of the portfolio of issues related to their respective constituencies, as well as being

responsible for other important dossiers related to education for all Ontarians;

Chapter 18: Funding

The Commission recommends:

159. That equal per-pupil funding across the province, as well as additional money needed by some school boards for true equity, be decided at the provincial level, and that the province ensure that funds be properly allocated;

160. That boards be allowed to raise a further sum, no greater than 10 percent of their provincially determined budget, from residential assessment only;

161. That all residential property owners be required to direct their taxes to the school system they are entitled to and wish to support, and that undirected taxes be pooled and distributed on a per-pupil basis;

162. That the Ministry of Education and Training first decide what it considers to be an adequate educational program for the province, and then determine the cost of delivering this program in various areas of the province, taking into account different student needs and varying community characteristics, such as geography, poverty rates, and language, that affect education costs.

Chapter 19: The Accountability of the System

The Commission recommends:

163. That the government establish an Office of Learning Assessment and Accountability, reporting to the Legislature. Its first responsibility would be the Grades 3 and 11 system-wide, every-student assessments (Cf. Rec. 51);

164. That the Office of Learning Assessment and Accountability also be responsible for developing indicators of system performance, to be used at the board and provincial levels;

165. That the Office of Learning Assessment and Accountability, working with education stakeholders, also establish guidelines for the content of annual reports prepared by school boards and by the Minister of Education and Training. Further, we recommend that:

- a) these reports be published and be freely and widely available in schools and community locations;
- b) the Ministry of Education and Training ensure that all school boards be informed of guidelines for the reports, and that they follow those guidelines;

166. That the work and mandate of the Office of Learning Assessment and Accountability be reviewed in five years.

Chapter 20: Implementing the Reforms

The Commission recommends:

167. That an Implementation Commission be established to oversee the implementation of the recommendations made by the Royal Commission on Learning.



For the Love of Learning: Appendices – An Introduction

In these six appendices, we gratefully acknowledge the contributions of a broad range of people who were instrumental in helping to shape this report.

Their passion and commitment to publicly funded education cannot be reflected in mere lists.

Still, we believe that to name them is to honour them: the educators, parents, citizen groups, and others who made oral and written submissions, the students and youth we spoke with in our youth-outreach strategy, the individuals who shared their specialized expertise, the scholars who wrote papers on the more vexing problems before us, and the many educators and students who welcomed us to dozens of schools during our travels over the autumn and winter roads of Ontario.

Appendix A lists groups and individuals who made their views known – who made oral or written submissions – to the Commission. We were astonished and delighted by the number of Ontarians who took the time to either come to the public hearings or submit a written brief (and in many cases, both). Presentations were made by educators, parents, citizen groups, and others. We heard from communities based on geography, religion, culture, language, and interest. Student submitters are listed in Appendix B, not in Appendix A.

Appendix B identifies all students and other young people who talked with the Commission as part of our youth-outreach strategy, both individually and through youth organizations. As part of the Commission's efforts to consult with young people, outreach activities were organized across Ontario. In addition to encouraging student participation in the public hearings, we sought the views of young people who were not in school. Sessions were held in shopping malls, detention centres, community centres, and other agencies. The presentations at public hearings and the non-school sites visited during the youth outreach program are listed.

Appendix C lists those who, in response to requests from the Commission, contributed their expertise to our work. The range of their contributions is impressive – university professors and other researchers talked and wrote about their research; practising educators reflected on their experience and what implications there might be for policy; those who had conducted other inquiries into education and related issues, in Ontario and elsewhere, generously shared

their perspectives. We have indicated those who are from outside Ontario. We also consulted, in an official capacity, representatives from the Ministry of Education and Training and others from provincial government. In other cases, provincial employees provided necessary background information to inform our work. The report benefited from the efforts of all these people, but they bear no responsibility for any weaknesses it might have. We apologize to any who have inadvertently been omitted from our list.

Appendix D gives the schedule for the most publicly visible facet of the Commission's work, the public hearings. Over a period of three months in the fall of 1993, the Commission sat in school auditoriums across the province, hearing from hundreds upon hundreds of Ontarians who took the opportunity to make their views known.

In Appendix E, we name the schools visited by Commissioners during the course of the deliberations. Commissioners spent anywhere from an afternoon to several days in each school, hearing the views of students, staff, and parents.

Appendix F provides the titles of the background papers prepared for the Commission under contract. These papers will be made available to the academic community, and to any others interested in reviewing them, in two volumes, one for English-language papers, the other for French-language papers. In most cases, these papers summarize and review research in a particular area, and outline policy implications of the research.

Finally, brief biographies of the five Commissioners, Monique Bégin, Gerald Caplan, Manisha Bharti, Avis Glaze, and Dennis Murphy, are given in Appendix G.

Appendix A: Submitters

Anyone wishing to access the submissions and records of the Royal Commission on Learning should contact the Records Management Unit or the Freedom of Information and Privacy Office of the Ministry of Education and Training. The records will be retained there for three years and then permanently stored at the Archives of Ontario.	Adult Day School of St. Joseph's/ Scollard Hall, <i>North Bay</i>	Alliance for Educational Renewal <i>Etobicoke</i>	Art Gallery of Ontario, <i>Toronto</i>
Abbott, Beverly/Abbott, Murray	Advanced Coronary Treatment Foundation/Ottawa General Hospital, Base Hospital Program, <i>Ottawa</i>	Alliance of Trinidad & Tobago Alumni, <i>Scarborough</i>	Arts Education Council of Ontario, <i>North York</i>
Aboriginal Women Solidarity of Mushkegowuk	Aekema, (Mrs.) M. W., <i>Agincourt</i>	Alpha-Toronto, <i>Toronto</i>	Ash, Larry
Abshez, Charles, <i>Toronto</i>	African Canadian Organization, <i>Scarborough</i>	Ambs, Dale	Ashroff, Khazeena/Mohammad, Fatima, <i>Mississauga</i>
Académie la Pinède, Comité de parents BFC Borden	African Heritage Educators' Network	Amenta, Salvatore A., <i>Don Mills</i>	Aslanidis, Christos, <i>Scarborough</i>
Acheson, Gisèle, <i>Navan</i>	Ageda, Belinda/Campbell, Brenda/Hanson, Tom	Amyotte, Mireille/Coté, Andreanne	Assemblée des centres culturels de l'Ontario, <i>Vanier</i>
Ackerman, Robert H., <i>Guelph</i>	Aggarwal, Saryu/Dunlop, Chantelle	Anderson, Percy/Brown, Riel/Gasparelli, Rosanna	Association canadienne-française de l'Ontario – régional Hamilton, <i>Hamilton</i>
Action Centre for Social Justice	Agincourt Collegiate, Music Parents' Association, <i>Agincourt</i>	André, Deborah, <i>St. George-Brant</i>	Association canadienne-française de l'Ontario – Huronie, <i>Penetanguishene</i>
Active Living Alliance of Ontario, <i>Toronto</i>	Aldrich, Ray	Anglican Church of Canada, Ecclesiastical Province of Ontario, <i>London</i>	Association canadienne-française de l'Ontario du grand Sudbury/ Alliance pour les collèges francophones de l'Ontario
Ad Hoc Committee of the V.I.P. (Values, Influences & Peers) Program	Aldridge, Norma Jean, <i>Simcoe</i>	Anishinabek Career Centre	Association canadienne-française de l'Ontario, <i>Vanier</i>
Adam Scott Collegiate Vocational Institute, students, <i>Peterborough</i>	Alexander Henry High School	Annett, Joanne, <i>Bothwell</i>	Association canadienne-française de l'Ontario, Conseil régional de London-Sarnia
Adams, Karen, <i>Richmond Hill</i>	Alexander Kuska Parent Group	Anstey, Sandra, <i>Toronto</i>	Association canadienne-française de l'Ontario, Régionale de la communauté urbaine de Toronto
Addison, Bill	Algoma District Municipal Association	Anti-Racist Multicultural Educators' Network of Ontario (AMENO), <i>Kitchener</i>	Association canadienne-française de l'Ontario, Conseil régional des Mille-Îles, <i>Kingston</i>
Addison Public School, Addison School Committee, <i>Addison</i>	Algonquin College of Applied Arts & Technology, School of Business, Retail students, <i>Nepean</i>	Alternative Parent Participating London Elementary (APPLE) Program, <i>London</i>	Association canadienne-française de l'Ontario, Conseil régional Ottawa-Carleton, <i>Vanier</i>
Administrators of Medium-sized Public Libraries of Ontario, <i>Whitby</i>	Algonquin College of Applied Arts & Technology, Academic Council	Applied Scholastics Canada, <i>Toronto</i>	Association de parents de l'école Monseigneur de Laval
Adult Basic Education Association of Hamilton-Wentworth	Ali, S.	Apse, Inta, <i>Oxford Mills</i>	Association des agentes et des agents de supervision franco-ontariens (ASFO)
	Allan, Marilyn	Archdiocese of Ottawa, <i>Ottawa</i>	
	Allan, Richard J.	Aria, Rata	
	Allen, Betty	Armenian, Atken, <i>Scarborough</i>	
	Allen, H., <i>Willowdale</i>	Armstrong, G. Grant, <i>Trenton</i>	
	Allergy & Environmental Health Association/Parents for Education without Pollution, <i>Nepean</i>	Armstrong, S. W., <i>Ingleside</i>	
		Arnold, Judy, <i>Lambeth</i>	
		Arnold, Leona, <i>McKerrow</i>	
		Arnold, Marie, <i>Shelburne</i>	

Association des Chefs, enseignantes et enseignants de commerce de l'Ontario, *Sudbury*

Association des directeurs de départements d'études françaises des universités de l'Ontario, *Guelph*

Association des directrices et des directeurs d'école et de service du secondaire d'Ottawa-Carleton (ADSOC), *Ottawa*

Association des enseignantes et des enseignants responsables de sports inter-scolaires (SPORT CÉPOC), *Vanier*

Association des enseignantes et des enseignants franco-ontariens, unité secondaire de Kirkland Lake, *Kirkland Lake*

Association des enseignantes et des enseignants franco-ontariens, unité Kirkland Lake-Timiskaming, *New Liskeard*

Association des enseignantes et des enseignants franco-ontariens, section secondaire publique (Niagara Sud)

Association des enseignantes et des enseignants franco-ontariens, unité Timmins élémentaire séparée, *Timmins*

Association des enseignantes et des enseignants franco-ontariens, unité Sudbury séparée, *Sudbury*

Association des enseignantes et des enseignants franco-ontariens, secteur secondaire publique, *Sudbury*

Association des enseignantes et des enseignants franco-ontariens

Association des enseignantes et des enseignants franco-ontariens, unité Rive-Nord secondaire

Association des enseignantes et des enseignants franco-ontariens, unité Renfrew secondaire, *Pembroke*

Association des enseignantes et des enseignants franco-ontariens, Essex élémentaire catholique, *Windsor*

Association des enseignantes et des enseignants franco-ontariens d'Ottawa-Carleton (CSLF, Section catholique, Palier élémentaire), *Ottawa*

Association des enseignantes et des enseignants franco-ontariens, unité Lambton secondaire catholique, *Sarnia*

Association des enseignantes et des enseignants franco-ontariens, unité Wellington, *Guelph*

Association des enseignantes et des enseignants franco-ontariens, unité élémentaire publique d'Ottawa-Carleton

Association des enseignantes et des enseignants franco-ontariens, unité secondaire catholique Ottawa-Carleton, Comité de perfectionnement professionnel, *Ottawa*

Association des enseignantes et des enseignants franco-ontariens, unité régionale, Nipissing élémentaire

Association des enseignantes et des enseignants franco-ontariens, unité Stormont, Dundas et Glengarry secondaire

Association des enseignantes et des enseignants franco-ontariens, unité Nipissing secondaire, *Sturgeon Falls*

Association des francophones du Nord-Ouest de l'Ontario, *Thunder Bay*

Association for Bright Children, Bruce County Chapter, *Kincardine*

Association for Bright Children, Markham Chapter

Association for Bright Children of Ontario, *Toronto*

Association for Bright Children, North York Chapter

Association for Bright Children, Ottawa Region

Association for Bright Children, Renfrew County Chapter, *Deep River*

Association for Choices in Learning, *Ottawa*

Association for Media & Technology in Education in Canada (AMTEC), *Ottawa*

Association for Media Literacy, *Weston*

Association Foyer-Jeunesse

Association française des conseils scolaires de l'Ontario, Région no. 1 (est), *Ottawa*

Association française des conseils scolaires de l'Ontario, Région no. 4

Association française des conseils scolaires de l'Ontario

Association franco-ontarienne des conseils d'écoles catholiques, *Sudbury*

Association franco-ontarienne en éducation technologique

Association francophone des conseillères et des conseillers pédagogiques de l'Ontario, *Oshawa*

Association interculturelle franco-ontarienne, *Toronto*

Association nationale des éditeurs de livres, *Montreal*

Association of Career Centres in Education Settings, *Etobicoke*

Association of Chief Psychologists with Ontario School Boards

Association of Colleges of Applied Arts & Technology, *Toronto*

Association of Educational Research Officers of Ontario

Association of Iroquois & Allied Indians, *London*

Association of Peel Secondary School Teacher-Librarians, *Mississauga*

Association ontarienne de l'éducation alternative, *Sturgeon Falls*

Association ontarioise des responsables en animation culturelle, *Unionville*

Association régionale de parents de Prescott-Russell, *Russell*

Atell, Mary Anne S., *Toronto*

Atfield, Louise, *Deep River*

Atfield, Michael D., *Deep River*

Atikokan Board of Education, *Atikokan*

Atikokan Home & Public School Association, <i>Atikokan</i>	Banks, Jean Marie, <i>Hamilton</i>	Beaudry, Émile/Daigle, Brigitte	Beveridge, Geri
Atikokan Public Library, Reading Plus Program, <i>Atikokan</i>	Barbeau, Edward J., <i>Toronto</i>	Bedggood, Susan	Beyak, Jason, <i>Fort Frances</i>
Atikokan Women Teachers' Association, <i>Atikokan</i>	Barel, Conny, <i>Komoka</i>	Beer, Charles	Bhardwaj, V. Sagar, <i>Sarnia</i>
Atkin, John	Barker, Kathryn Chang, <i>Ottawa</i>	Behrer, Janet	Bicker, Gary, <i>Toronto</i>
Atkinson, Judy, <i>Ajax</i>	Barker, Paul, <i>London</i>	Belanger, William A., <i>Ottawa</i>	Biemiller, Andrew/ Meichenbaum, Donald
Atwater, R. G., <i>Ottawa</i>	Barker, Sandra, <i>Etobicoke</i>	Bélanger, Nancy/Bergevin, Patrick/Lamoureux, Jacques	Billing, Helen F./Batty, Helen P., <i>Toronto</i>
Auchinachie, Gwen, <i>Brantford</i>	Barnes, Margaret L./Barnes, Jeff, <i>Guelph</i>	Bell, Donald B., <i>Kanata</i>	Bird, Mike, <i>Etobicoke</i>
Aurora Public Library Board, <i>Aurora</i>	Baron, Patricia K., <i>Ancaster</i>	Bell, Ron, <i>Kitchener</i>	Birnie, J. D./Birnie, Mildred, <i>Stroud</i>
Autism Society Ontario, <i>Willowdale</i>	Barrette, Louiselle, <i>Orleans</i>	Bencze, J. Larry	Birta, Dana, <i>Markham</i>
Autism Society Ontario, Hamilton-Wentworth Chapter/ Include Our Children, <i>Dundas</i>	Barrie Eastview Secondary School, OAC Physical Education Class, <i>Barrie</i>	Bennett, (Dr.) Paul, <i>Thornhill</i>	Bishop Francis Allen School, Parent Education Committee, <i>Brampton</i>
Autism Society Ontario, Metro Toronto Chapter, <i>Etobicoke</i>	Baster, John, <i>Belleville</i>	Bennett, Leslie J., <i>Pike Bay</i>	Bishop, Judith, <i>Hamilton</i>
Aylan-Parker, Ted, <i>Caledonia</i>	Bates, John	Benoit, Beth, <i>Hamilton</i>	Bisschops, John, <i>Sudbury</i>
Azeem, Iffat, <i>Markham</i>	Baxter, (Dr.) Stephen, <i>Peterborough</i>	Bentley, Nancy	Black Action Defence Committee
B'Nai Brith Canada, League for Human Rights, <i>Downsview</i>	Baxter, Carol, <i>Fergus</i>	Bergauer-Free, Christianne	Black Educators' Working Group, <i>North York</i>
Bagshaw, Jean, <i>Huntsville</i>	Bay Area Arts Collective, <i>Hamilton</i>	Berger-Pluivoise, Marie-Josée, <i>Gloucester</i>	Black Parents' Community Group of Hamilton
Bahlieda, Robert A., <i>Newmarket</i>	Bay Wellness Centre, <i>North Bay</i>	Bergeron, Ron	Blake, H. T. (Ted), <i>Thunder Bay</i>
Baier, Mardelle, <i>Brantford</i>	Baylen, Hermine, <i>Toronto</i>	Bergevin-Holock, Rose, <i>Nepean</i>	Blattel, Marilyn, <i>Ottawa</i>
Bailey, N., <i>Orangeville</i>	Bayview Glen Church, <i>Thornhill</i>	Bergson, Sheldon, <i>Thornhill</i>	Blaxall, Janet, <i>London</i>
Baily, John M., <i>Don Mills</i>	Bayview Public School, Bayview School Community Council Midland	Bernard Betel Centre for Creative Living	Bled, Cynthia, <i>Ottawa</i>
Baird, Keith/Baird, Florence, <i>Burlington</i>	Bayview Public School, Parents' Advisory Committee	Bernard, Jeanne, <i>Hamilton</i>	Bloch-Hansen, Peter, <i>Toronto</i>
Bajnoczy, Maria, <i>Toronto</i>	Bazylinski, J. E., <i>Pefferlaw</i>	Bernier, Mark V., <i>Scarborough</i>	Bloes, Roy
Baker, Clifford, <i>St. Catharines</i>	Beal, Penny	Bernofsky, Linda, <i>Thornhill</i>	Bloor Collegiate Institute, History Department
Baker, E. S., <i>Ottawa</i>	Beaton, Brian, <i>Sioux Lookout</i>	Berrigan, G. J., <i>Whitby</i>	Bloxside, Nallie, <i>Burgessville</i>
Baker, John E., <i>Peterborough</i>	Beatson, Barbara, <i>Waterloo</i>	Bérubé, Robert, <i>Ajax</i>	Board of Education for the City of Toronto, Special Education Department, <i>Toronto</i>
Baker, Walter	Beauchamp, Liliane	Beswick, Michael, <i>Toronto</i>	
Bank, Jeanne, <i>Brampton</i>	Beauchamp, Michel/Forgues, Oscar/Prevost, <i>France</i>	Bethel Pentecostal Church, <i>Thedford</i>	
		Bethell, Steve	

Board of Education for the City of Toronto, Student Affairs Committee/Toronto Association of Student Councils	Boldt, Victor, <i>North Bay</i>	Brechun, Henry/Brechun, Elizabeth	Bruen, Trevor
Board of Education for the City of Toronto, Special Education Advisory Committee, <i>Toronto</i>	Bond, (Ms.) G., <i>Scarborough</i>	Brennan, Dan	Bruner, Ronald Douglas, <i>Leamington</i>
Board of Education for the City of Toronto, Parent Involvement Committee, <i>Toronto</i>	Boone, John	Brewster, Janet, <i>Guelph</i>	Bryan, Lanna Kay, <i>Pickering</i>
Board of Education for the City of York, <i>York</i>	Boots, Deborah, <i>Mississauga</i>	Bridlewood Community Elementary School, Parent Teachers' Association, <i>Kanata</i>	Buchanan, William, <i>Woodstock</i>
Board of Education for the City of Toronto, Youth Alienation Project	Bordeleau, Louis-Gabriel	Brien, Robert, <i>Oakville</i>	Buck, Karen, <i>Toronto</i>
Board of Education for the City of Toronto, Working to Learn Project, <i>Toronto</i>	Borg, Betty, <i>Peterborough</i>	Bright, Donna	Buckley, Michael, <i>Casselman</i>
Board of Education for the City of Toronto, Lesbian/Gay/Bisexual Board Employees Group	Borovilos, John, <i>Scarborough</i>	Brill, Mark/Tam, <i>Katrina</i>	Budden, L. J.
Board of Education for the City of Hamilton	Bosman, Ed, <i>Moorefield</i>	Brillinger, Marc, <i>Sutton West</i>	Bureau conseil en équité et en intégration communauté ethno-culturel francophone
Board of Education for the City of Etobicoke, <i>Etobicoke</i>	Boston, Joyce, <i>Kirkland Lake</i>	Brittain, Sharon, <i>Peterborough</i>	Bureau des regroupements des artistes visuels de l'Ontario (BRAVO), <i>Vanier</i>
Board of Education for the City of Toronto, NDP Trustees, <i>Toronto</i>	Bosveld, Beverly John, <i>London</i>	Broadview Community & School Association, <i>Ottawa</i>	Burgess, Angela, <i>Russell</i>
Board of Education for the City of Hamilton, Social Work Department	Bouchette, Murray, <i>Sarnia</i>	Brock University, <i>St. Catharines</i>	Burghardt, Richard J., <i>Scarborough</i>
Board of Education for the City of London	Bourgeois, Pierre	Brock University, Faculty of Education	Burke, Patricia, <i>Kingsville</i>
Board of Education for the City of Toronto, <i>Toronto</i>	Bourns, (Dr.) R. E., <i>Georgetown</i>	Brock University, Faculty of Education, EDUC 8F10 Pre-Service students, <i>St. Catharines</i>	Burlington Chamber of Commerce, Business & Education Issues Committee, <i>Burlington</i>
Board of Trade of Metropolitan Toronto, <i>Toronto</i>	Bowley, R. E., <i>Peterborough</i>	Brockville & District Association for Community Involvement, Education Committee, <i>Brockville</i>	Burlington Public Library/Halton Hills Public Library/Oakville Public Library/Milton Public Library
Boardwatch, <i>Brockville</i>	Boxen, Gloria, <i>Richmond Hill</i>	Brooks, Barry	Burniston, Barry E., <i>North Bay</i>
Bokya-Lokumo, Monique, <i>Toronto</i>	Boyagoda, Ivor, <i>Oshawa</i>	Brooks, Betty, <i>Loring</i>	Burns, Ken/Burns, Trudy, <i>Alliston</i>
	Boyne River Natural Science School/Albion Hills Conservation Field Centre/Cedar Glen Outdoor Education Centre/Etobicoke Outdoor Education Centre/Mono Cliffs Outdoor Education Centre/Pine River Outdoor Education Centre/Sheldon Centre for Outdoor Education	Brooks, Jennifer, <i>Oakville</i>	Burns, Trudy J., <i>Alliston</i>
	Boys' and Girls' Clubs of Ontario, Provincial Youth Council, <i>Hamilton</i>	Broussard, W. A., <i>Ottawa</i>	Burton, William J., <i>Ottawa</i>
	Bradley, T. Juanita	Brown, (Dr.) Marilyn, <i>Hamilton</i>	Burwell, Barbara, <i>Toronto</i>
	Branchflower, Jane, <i>Bolton</i>	Brown, Greg	Business & Professional Woman's Club of Windsor
	Brands, (Mr. & Mrs.) M., <i>Newmarket</i>	Brown, Karen, <i>Kanata</i>	C.D. Farquharson Junior Public School, students, <i>Agincourt</i>
	Brault, Nicole L., <i>Mississauga</i>	Brown, Lorna M./Brown, Michael, <i>Peterborough</i>	
	Bray, B., <i>Wahmipitae</i>	Brown, Robin, <i>Port Robinson</i>	
		Brown, Sherry, <i>Ajax</i>	
		Brown, Verna/Brown, Jessie, <i>St. Catharines</i>	

Creating Lifetime Attitudes - Student Safety (C.L.A.S.S.) Advisory Committee, Industrial Accident Prevention Association, <i>Mississauga</i>	Canadian Association for Health, Physical Education & Recreation, <i>Gloucester</i>	Canadian Institute for Conflict Resolution, Educational Initiatives, <i>Ottawa</i>	Carty, Jarret, <i>Metcalfe</i>
Calvin Christian School Society	Canadian Association of Montessori Teachers, <i>Etobicoke</i>	Canadian-Italian Business & Professional Association of Toronto, <i>Toronto</i>	Casas, (Professor) François R.
Cambrian College of Applied Arts & Technology	Canadian Association of University Teachers, <i>Ottawa</i>	Canadian National Institute for the Blind, <i>Ottawa</i>	Cascade Theatre
Cambridge Street School, Parents' Advisory Committee, <i>Ottawa</i>	Canadian Book Publishers' Council, School Group, <i>Toronto</i>	Canadian Parents for French (Ontario), <i>Toronto</i>	Case, (Dr.) Winslow Aubrey Sealey, <i>Sudbury</i>
Cambridge Youth Services	Canadian Braille Authority, <i>Ottawa</i>	Canadian Vocational Association, <i>Ottawa</i>	Cash, Paul, <i>Richmond Hill</i>
Cameron, Benoit, <i>Kingston</i>	Canadian Centre for Italian Culture & Education	Canadian Youth Foundation, <i>Ottawa</i>	Casserly, Donna, <i>North Bay</i>
Cameron, Gary, <i>Chapleau</i>	Canadian Congress for Learning Opportunities for Women	Canadians Against Violence Everywhere Advocating its Termination, Education Committee (CAVEAT)	Cathedral High School, Wilma's Place, <i>Hamilton</i>
Cameron Heights Collegiate Institute, Physical Education Staff, <i>Kitchener</i>	Canadian Council of Montessori Administrators, <i>Burlington</i>	Canterbury High School, Parents' Advisory Committee	Catholic Business Persons of London & Middlesex
Cameron, Jim, <i>Brantford</i>	Canadian Ethnocultural Council, <i>Ottawa</i>	Cantin, Pierre, <i>Orléans</i>	Catholic Principals' Council of Ontario, Ottawa Unit
Cameron, Wendy	Canadian Federation of Independent Business, <i>Willowdale</i>	Capela, Ann K.	Catholic Principals' Council of Ontario
Campbell, (Capt.) Douglas K., <i>Toronto</i>	Canadian Federation of University Women, Mississauga, Education Committee, <i>Mississauga</i>	Carleton Board of Education, <i>Nepean</i>	Catholic Principals' Council of Stormont, Dundas & Glengarry (Elementary)
Campbell, Denise/Rodaway, Mike	Canadian Federation of University Women, Ontario Council, <i>Ottawa</i>	Carleton Council of Parent/School Associations, <i>Kanata</i>	Catholic Religious Education Consultants of Ontario, <i>Welland</i>
Campbell, John, <i>Port Colborne</i>	Canadian Guidance & Counselling Association, <i>Ottawa</i>	Carleton Roman Catholic Separate School Board, <i>Nepean</i>	Catholic School Chaplains of Ontario, <i>Waterloo</i>
Campbell, Rose, <i>Leamington</i>	Canadian Hearing Society, <i>Toronto</i>	Carleton University Rank & File (CURF)	Catholic Women's League of Canada, Ontario Provincial Council, <i>London</i>
Campbell, Sterling	Canadian Historical Association, <i>North York</i>	Carmichael, Ann, <i>Kemptville</i>	Cattani, Don
Can-Am Indian Friendship Centre, Community Education Committee	Canadian Home & School & Parent-Teacher Federation, <i>Ottawa</i>	Carousel Players	Caweth, Nathan, <i>Peterborough</i>
Canada, Office of the Commissioner of Official Languages/Commissariat des langues officielles, <i>Ottawa</i>	Canadian Hunger Foundation, <i>Ottawa</i>	Carpenter, Jan	Cayenne, Carol
Canadian Alliance of Black Educators (Ontario), <i>Toronto</i>		Carr-Braint, Margaret, <i>Lindsay</i>	Cazabon, Benoit, <i>Ottawa</i>
Canadian Association for Health, Physical Education & Recreation, Quality Daily Physical Education Program, <i>Gloucester</i>		Carr, C. W. N., <i>Toronto</i>	Centennial '67/North Edwardsburg Public Schools, School Committee, <i>Spencerville</i>
		Carson, Fred	Central Algoma Board of Education
			Central Algoma Catholic Parishes
			Central Ontario Computer Association, <i>Belleville</i>

Central Park Senior Public School, Grade 7 & 8 students, <i>Oshawa</i>	Chatham & District Chamber of Commerce, Education Committee, <i>Chatham</i>	Citizens for Fair Taxes, <i>Nepean</i>	Coates, Linda
Centre culturel Frontenac de Kingston, <i>Kingston</i>	Cheater, Maxine, <i>Cambridge</i>	Citizens United for Responsible Education (CURE), Ottawa Chapter, <i>Stittsville</i>	Coburn, Richard W. (Dick), <i>Kénora</i>
Le Centre d'alphabétisation Moi, j'apprends du comté de Russell Rockland	Checkeris, Ernie, <i>Sudbury</i>	City of Hamilton, Department of Culture & Recreation/Arts & the Cities, <i>Hamilton</i>	Cochrane High School, Project Excellence
Centre de ressources familial	Chedoke-McMaster Hospitals, Child & Family Centre, <i>Hamilton</i>	City of North York, Public Health Department, <i>North York</i>	Colaiezzi, Lyle, <i>Moose Factory</i>
Centre franco-ontarien de ressources pédagogiques, <i>Vanier</i>	Cheng, Cindy, <i>Toronto</i>	City of Ottawa, Mayor's Task Force on Child Hunger, <i>Ottawa</i>	Coles, David, <i>Owen Sound</i>
Centre Jules-Léger, Regroupement de parents francophones pour les sourds	Cherry, Diana, <i>Waterloo</i>	City of Toronto, Toronto Young People's Advisory Board	Coll, Philip, <i>Guelph</i>
Centre Wellington Principals, <i>Fergus</i>	Cheskey, Edward, <i>Waterloo</i>	Clark, (Dr.) Roger Allan, <i>Waterloo</i>	Collict, Warren, <i>Thornhill</i>
Cerisano, Stanley	Child Poverty Action Group, Ottawa-Carleton Chapter, <i>Ottawa</i>	Clark, Bruce	Collier, Ashley, <i>Kincardine</i>
Cestnik, Lisa, <i>Toronto</i>	Childnature Schoolhouse, <i>Mississauga</i>	Clawson, William, <i>Sarnia</i>	Collins, Monica, <i>Sudbury</i>
Chabot, Anne	Children's Achievement Centre, <i>Windsor</i>	Cleator, Diane	Combley, Heather, <i>Merrickville</i>
Chamber of Commerce of Kitchener & Waterloo, Education & Training Committee, <i>Kitchener</i>	Children's Aid Society of Metropolitan Toronto	Clemens, Cindy, <i>Port Colborne</i>	Comerford, Thomas/Comerford, Marie, <i>Toronto</i>
Chan, May	Chin, Grace-Marie, <i>Unionville</i>	Clifford Bowey School, <i>Ottawa</i>	Comité régional de l'est de l'Ontario, Français langue seconde, <i>Ottawa</i>
Chang, Suzi/Persichilli, Pat	Chinese Lingual-Cultural Centre of Canada, <i>Toronto</i>	Cline, John	Committee Against Racial Discrimination, <i>Hamilton</i>
Change Your Future Program	Chong, E., <i>London</i>	Cloutier, Joanne, <i>Cochrane</i>	Committee for National Literacy Standards
Channen, (Dr.) Eric W., <i>Windsor</i>	Choquet, Joyce	Club Richelieu de Hamilton, <i>Hamilton</i>	Committee of Concerned Citizens in Education, <i>Toronto</i>
Chapleau Board of Education/Chapleau Roman Catholic Separate School Board/Hornepayne Board of Education/Michipicoten Board of Education/Michipicoten Roman Catholic Separate School Board	Christian Education Committee, <i>London</i>	Coalition for Children, Families & Communities/Sparrow Lake Alliance, <i>Toronto</i>	Community Action Group for Quality Daily Physical Education
Charette, Gerald	Christian Parents' Association, Rainy River, <i>Rainy River</i>	Coalition for Education Reform	Community Active Living, Lambton Committee
Chase, Lisa A.	Christie, Janice	Coalition for Lesbian & Gay Rights in Ontario, <i>Toronto</i>	Community-Based Trainers of the Region of Waterloo and the Counties of Perth & Wellington, <i>Kitchener</i>
Chasty, Margaret	Christoff, (Mrs.) J., <i>Ottawa</i>	Coalition for Student Nutrition, <i>Toronto</i>	Community Child Abuse Council of Hamilton-Wentworth, <i>Hamilton</i>
	Chumak, Alex, <i>Toronto</i>	Coalition for the Arts & Education, <i>Toronto</i>	Community Living London, <i>London</i>
	Churchill, M., <i>Simcoe</i>	Coalition of Ontario Agencies for School Health Education, <i>Toronto</i>	Community Living, Stormont County
	Circosta, Graz, <i>East York</i>		
	Cirkovic, Marele, <i>Toronto</i>		
	Cissé, Vilma, <i>Weston</i>		
	Cité collégiale, <i>Ottawa</i>		

Concerned Citizens for Bible-Centred Religious Education in our Schools (Peterborough County), *Lakefield*

Concerned Residents of Scarborough

Concerned Taxpayers' Group, *Shebandowan*

Congress of Black Women of Canada, York Region Chapter

Connell & Ponsford District School Area Board, *Pickle Lake*

Connelley, Milo M., *Toronto*

Conseil d'éducation de Niagara Sud, Section de langue française

Conseil d'éducation du district de Michipicoten, Section de langue française, *Wawa*

Conseil de l'éducation catholique pour les francophones de l'Ontario

Conseil de l'éducation d'Espanola, Section de langue française, *Espanola*

Conseil de l'éducation de la ville de London, Section de langue française, *London*

Conseil de l'éducation de la ville de Hamilton, Section de langue française, *Hamilton*

Conseil de l'éducation de Nipissing, Section de langue française, *North Bay*

Conseil de l'éducation de Peel, Comité consultatif de langue française

Conseil de l'éducation de Sault Ste. Marie, Comité consultatif de langue française

Conseil de l'éducation de Sudbury, Section de langue française, *Sudbury*

Conseil de l'éducation du comté de Simcoe, Section de langue française

Conseil de l'éducation du comté de Lambton, Section de langue française

Conseil de l'éducation du comté de Frontenac, Section de langue française, *Kingston*

Conseil des écoles catholiques de London et du comté de Middlesex, Section de langue française

Conseil des écoles catholiques de Halton, Section de langue française, *Burlington*

Conseil des écoles catholiques des comtés de Stormont, Dundas & Glengarry, Section de langue française, *Cornwall*

Conseil des écoles catholiques du Grand Toronto, Section de langue française

Conseil des écoles catholiques romaines de Windsor, Section de langue française, *Windsor*

Conseil des écoles catholiques séparées de la région de Waterloo, Section de langue française

Conseil des écoles françaises de la communauté urbaine de Toronto (CEFCUT), *Don Mills*

Conseil des écoles séparées catholiques du district de Timmins, Section de langue française, *Timmins*

Conseil des écoles séparées catholiques du district de Sudbury, Section de langue française, *Sudbury*

Conseil des écoles séparées catholiques du district de Sault Ste. Marie, Section de langue française, *Sault Ste. Marie*

Conseil des écoles séparées catholiques du district de Nipissing, Éducation parallèle, *North Bay*

Conseil des écoles séparées catholiques du district de Timmins, Section majoritaire de langue française, *Timmins*

Conseil des écoles séparées catholiques romaines de Dufferin et Peel, Section de langue française, *Mississauga*

Conseil des écoles séparées catholiques romaines du district de Cochrane, Iroquois Falls, Black River-Matheson

Conseil des écoles séparées catholiques de Hamilton-Wentworth, Section de langue française, *Hamilton*

Conseil des écoles séparées catholiques romaines du comté de Welland, Section de langue française, *Welland*

Conseil des écoles séparées catholiques du district de Lakehead, Section de la langue française

Conseil des écoles séparées catholiques romaines du comté de Simcoe, Section de langue française, *Barrie*

Conseil des écoles séparées catholiques de la région de York, Section de langue française

Conseil des écoles séparées catholiques de la région de Durham, Section de langue française, *Oshawa*

Conseil des écoles séparées catholiques de Kent, Section de langue française

Conseil des écoles séparées catholiques du district de Hearst, *Hearst*

Conseil des écoles séparées catholiques de langue française de Prescott-Russell L'Orignal

Conseil des écoles séparées catholiques des comtés de Frontenac-Lennox & Addington, Section de langue française, *Kingston*

Conseil des écoles séparées catholiques du comté de Lambton, Section de langue française

Conseil des écoles séparées catholiques du comté de Lincoln, Section de langue française

Conseil des écoles séparées catholiques du comté d'Essex, Section de langue française, *Windsor*

Conseil des écoles séparées de Wellington, Section de langue française, *Guelph*

Conseil des écoles séparées du district de Michipicoten, Section de langue française

Conseil ontarien sur la formation du personnel enseignant, Comité consultatif de langue française, *Toronto*

Conseil scolaire de la Rive Nord, Section de langue française

Conseil scolaire de langue française d'Ottawa-Carleton, Section catholique, Association des directeurs et des directrices d'école et de service de l'élémentaire d'Ottawa-Carleton

Conseil scolaire de langue française d'Ottawa-Carleton, Section catholique, Gloucester

Conseil scolaire de langue française d'Ottawa-Carleton, Section publique

Conseil scolaire de langue française d'Ottawa-Carleton, Section catholique, parents, Navan

Constantineau, Rose-Anne, Rockland

Consultants/Co-ordinators' Association of Primary Educators

Contact North, Management Committee, Sudbury

Continuing Education Schoolboard Administrators, Sault Ste. Marie

Convey, George

Cook, Roger R., Lindsay

Cooke, G. Robin, Delhi

Cooke, Thérèse

Cooke, William, Guelph

Cooper, Beth

Cooper, Caroline

Cooper, Noel/Cooper, Patricia, Richmond Hill

Cooper, Pam, Bruce Mines

Cooper, Roy V., Kanata

Coopérative des services éducatifs du Nord de l'Ontario

Copley, Norman, Hamilton

Corindia-LaCivita, Nancy, Brampton

Corkett, David/Corkett, Darlene, Barrie

Cormenu, Jean-Marie

Cornish, Rob A., Ajax

Cornwell, (Mrs.) B. R.

Corporation of Little Trinity Church, Toronto

Corporation of the City of Toronto, Personnel Services Division, Outreach Recruitment Section, Toronto

Corson, David, Toronto

Corson, David/Cummins, Jim/Heller, Monica/Labrie, Normand, Toronto

Council for Exceptional Children, Ontario, Gloucester

Council for Exceptional Children, Chapter 503, Sudbury, Sudbury

Council for Exceptional Children, Ontario Division for the Physically Handicapped, Toronto

Council of African Organizations in Ontario, Etobicoke

Council of Christian Reformed Churches in Canada, Burlington

Council of Community School Associations for Peterborough County

Council of Directors of Education, Mississauga

Council of Drama in Education, Guelph

Council of Ontario Deans of Engineering

Council of Ontario Separate Schools

Council of Ontario Universities, Toronto

Council on Human Rights & Race Relations, Toronto

Cousins, Jackie

Cowan, Harvey J., Springford

Cowper-Smith, G. Blair, Toronto

Coxwell, Roy R., London

Craig, Betty Ann, Ajax

Craig, Doug

Craig, Kathryn, Waterloo

Crawford, Shelly

Creating Hope and a New Generation of Equality (CHANGE)

Crease, H. "Skid" ECONEXUS, Orangeville

Crechiola, Ruth, Millgrove

Creech, Cheryl

Cremasco, Karin, Guelph

Crestview Elementary School

Croft, Beverley, Windsor

Crooks, Sarah Merrick, Castleton

Cropp, D. T., Kingston

Cross, Dolores E., Chicago

Crysler, Robert, Collingwood

Culley, Catherine

Cumming, Bonnie

Cummings, Sherry

Cunniffe, E. Vida, Aylmer

Cunningham, Barbara, Windsor

Cunningham, David N., London

Cunningham, Marv, New Liskeard

Curle, Diana, Ajax

Curley, Rita, Ottawa

Currie, Stanley, Ottawa

D'Amore, Lou, Etobicoke

D'Heureux, Ellen/Singh, Patricia/Zimmer, Andrea, St. Catharines

D'Orazio, Eugenio, Toronto

Daenzer, (Dr.) Patricia M., Hamilton

Daigle, Ronald, Nepean

Dale, Margo, Sault Ste. Marie

Daly, Jim, Cambridge

Daly, Susan, Scarborough

Dancey, Ron, Oshawa

Dare, Malkin

Davey, Pat, Deep River

Davidge, Ken W., Hamilton

Davidson, (Dr.) Alan S., Bracebridge

Davidson, Diana

Davidson, John H., Stoney Creek

Davies, Heather, Mississauga

Davies, Penny, Mississauga

Davis, Eleanor

Davis, Kim Sadler, Sault Ste. Marie

Davis, Maureen

Davis, Tom, Markham

Day, Candice/Taylor, Andrea/Simard, Raymonde	Dimitrie, David, <i>Windsor</i>	Doyle, Helen, <i>Toronto</i>	Durham Board of Education, Health & Physical Education Department, <i>Whitby</i>
Day, Yvonne, de Luca, Vince, <i>St. Catharines</i>	Dinner, Karen, <i>Toronto</i>	Doyle, Mary Rose, <i>Kingston</i>	
De Bassecourt, Mary	Diocese of Peterborough, <i>Peterborough</i>	Doyon, Nicolas	Durham Board of Education, Supervisory Officers
Dean, Ghi, <i>Burlington</i>	Diocèse catholique d'Alexandria- Cornwall, <i>Cornwall</i>	Drolet, Estelle, <i>Nepean</i>	Durham Catholic Principals'/ Vice-Principals' Association
Deanery of Essex County, <i>Tecumseh</i>	Diplock, Jessica/Lang, Kristina/Parton, David	Drouin, Pierre, <i>Orléans</i>	Durham College of Applied Arts & Technology, Pre-Employment Program students, <i>Oshawa</i>
Deathe, Susan H., <i>Bolton</i>	Dirks, Christine	Drover, Annie	
Deer Park Ratepayers' Group Inc., <i>Toronto</i>	Dixon, Peter	Dryden Board of Education, <i>Dryden</i>	Durham Elementary School Administrators, <i>Oshawa</i>
Delaney, Michael	Dixon, R. G. (Des), <i>Toronto</i>	Dryden, Veronica	
Delome, Jean	Dobell, Jane	Dubeau, Marjorie, <i>Perkinsfield</i>	Durham Geography Heads' Association, <i>Cannington</i>
Demeter, Anne Ross, <i>Hamilton</i>	Dobson, Jennifer, <i>Toronto</i>	Dubois, Diane	
Denlow Public School, Parents Group, <i>North York</i>	Dodgson, Susan Mary, <i>Beamsville</i>	Dufferin County Board of Education, <i>Orangeville</i>	Durham Region Roman Catholic Separate School Board, Special Education Advisory Committee
Denys, Laurent	Dodgson, Yvonne, <i>Oshawa</i>	Dufferin-Peel Roman Catholic Separate School Board, Teacher- Librarians, Elementary Panel, <i>Mississauga</i>	Durham Region Roman Catholic Separate School Board, Secondary School Council Presidents
Deorksen, Kern	Dolea, Mina-Eugen, <i>Toronto</i>	Dufferin-Peel Roman Catholic Separate School Board, Student Senate, <i>Mississauga</i>	
DePooter, Kim/Gurnsey, Karen/Jovanovich, David/Williams, Steve, <i>St. Catharines</i>	Domenico, Mark/Miyata, Cathy	Dufferin-Peel Roman Catholic Separate School Board	Durham Region Roman Catholic Separate School Board
DeRoos, Henry	Donato, Helen	Dufferin-Peel Roman Catholic Separate School Board	Durham Regional Catholic Parent-Teacher Association, <i>Oshawa</i>
DesRoches, Nicole, <i>Chelsea</i>	Donnelly, Carol, <i>London</i>	Dufferin-Peel Roman Catholic Separate School Board, Association of Principals & Vice- Principals, Elementary Schools, <i>Mississauga</i>	Durham West Parent Council, <i>Ajax</i>
Deutschkanadischer Kongress (German-Canadian Congress), <i>Ottawa</i>	Dorion, Basile, <i>Penetanguishene</i>	Dunn, Vikki, <i>Bolton</i>	Durksen, Peter, <i>Fergus</i>
Devenish, Clem, <i>London</i>	Dorscht, (Dr.) Axel, <i>Ottawa</i>	Dunrankin Drive Public School	Dyck, Nelson, <i>Sutton West</i>
Di Censo, Marisa	Doucette, Dean	Duquette, Georges, <i>Sudbury</i>	Eadie, (Dr.) Susan J., <i>Toronto</i>
Di Cocco, Caroline, <i>Bright's Grove</i>	Douglas, Derek/Douglas, Donna, <i>Petersburg</i>	Durham Board of Education	Eadie, Carol, <i>Newmarket</i>
Di Fonzo, Joe, <i>Scarborough</i>	Dowell, Christina, <i>Parry Sound</i>	Durham Board of Education, Area 2 Administrators	Eagle River Public School, Grade 7 & 8 students, <i>Eagle River</i>
Di Mascio, Camillo	Dowie, Janice, <i>Belleville</i>	Durham Board of Education, Area 2 Teachers	Earl, (Dr.) Lorna M.
Dick, Mitzi Lee	Down Syndrome Association of Metropolitan Toronto, Education Committee, <i>Toronto</i>		Earlscourt Child & Family Centre, <i>Toronto</i>
Dickinson, Trudy, <i>Guelph</i>	Down Syndrome Association of Ontario		Early Literacy Learning, <i>Scarborough</i>
DiMarco, (Mrs.) Sirkka, <i>Rexdale</i>	Down Syndrome Association of Ontario, National Capital Region, <i>Ottawa</i>		

East York Board of Education, <i>East York</i>	École Monseigneur-Rémi- Gaulin, Association de parents, <i>Kingston</i>	Écoles Frère André et Mgr Bruyère, Associations de parents, <i>London</i>	Ellis, R. S., <i>Pickering</i>
East York Home & School Council	École publique Carrefour Jeunesse, Comité de parents, <i>Rockland</i>	Ecumenical Study Commission on Public Education, <i>London</i>	Ellis, Robert E., <i>Corbyville</i>
East York Principals' Association	École publique de la Rivière Castor, Comité de parents- enseignants, <i>Russell</i>	Ecumenical Support Committee for Refugees, Education Sub- Committee, <i>Hamilton</i>	Emberley, Peter
Eastern Ontario Co-operative Education Curriculum Advisory Committee	École publique Nouvel Horizon, Comité de parents, <i>Hawkesbury</i>	Educational Centre for Aging & Health/Northern Education Centre for Aging & Health, <i>Hamilton</i>	Engell, Anne K., <i>Collingwood</i>
Eastern Ontario Medical Association, Child Welfare Committee	École publique Nouvel Horizon, Personnel, <i>Hawkesbury</i>	Educational Computing Organization of Ontario, <i>Essex</i>	English Language Arts Network
Eastern Ontario Staff Development Network, <i>Kingston</i>	École Sainte-Marguerite Bourgeoys, Association de parents, <i>Merrickville</i>	Educational Computing Organization of Ontario, Special Interest Group, Elementary (ECOO - SIGLEM), <i>Drumbo</i>	Environment Canada, Environmental Citizenship Directorate, <i>Ottawa</i>
Eastern Ontario Technological Education Council	École secondaire catholique Marie-Rivier, Conseil étudiants	Educational Media Producers' & Distributors' Association of Canada, <i>Toronto</i>	Equay-wuk
Easton, Barry, <i>Kenora</i>	École secondaire Étienne Brulé, étudiants, <i>North York</i>	Educators of the Gifted in Ontario (EGO), <i>Dublin</i>	Erent, (Ms.) J. H., <i>Etobicoke</i>
Easton, Carolyn, <i>Kenora</i>	École secondaire Garneau, Association des parents et enseignants	Educators' Association for Quality Education, <i>Thornhill</i>	ESL/ESD Resource Group of Ontario
Ecole secondaire Georges-P.- Vanier, Conseil des élèves	École secondaire l'Essor, élèves	Edwards, John F.	Essex County Parents for Quality Education
École Cadieux, Association de parents et d'enseignant(e)s, <i>Vanier</i>	École secondaire Macdonald- Cartier, Association générale des étudiants	Elamad, Fozieh, <i>Markham</i>	Essex County Roman Catholic Separate School Board, Religious Studies Department Heads
École des Voyageurs, Association parents-enseignants, <i>Orléans</i>	École secondaire Mgr. Bruyère, Conseil des élèves, <i>London</i>	Elbanna, Gamal A.	Essex County Roman Catholic Separate School Board, Junior & Senior Kindergarten Association, <i>Tecumseh</i>
École élémentaire Horizon- Jeunesse, <i>Cornwall</i>	École secondaire publique De La Salle, Association parents-élèves- professeurs	Elementary & Secondary Teacher-Librarians, Ottawa & Carleton Boards of Education/Queenswood Public School, School Advisory Council, <i>Orléans</i>	Essex County Roman Catholic Separate School Board, English Principals' Association
École élémentaire publique Jeanne-Sauvé, Association des parents, <i>Orléans</i>	École secondaire régionale Glengarry, élèves	Elgin County Roman Catholic Separate School Board	Ethnocultural Council of London, <i>London</i>
École Gaston-Vincent, Association des parents, <i>Ottawa</i>	École St-Jean d'Embrun, Association parents-enseignants, <i>Embrun</i>	Elgin-St. Thomas Health Unit, Healthy Schools Program, <i>St. Thomas</i>	Etobicoke Board of Education, Adult & Continuing Education Department, <i>Etobicoke</i>
École Immaculée-Conception, Personnel enseignant, <i>Ignace</i>	École Ste-Jeanne-d'Arc, Comité d'éducation, <i>Brampton</i>	Ellis, Bill, <i>Kanata</i>	Etobicoke Board of Education, Mathematics Department
École Lamoureux/École Ste. Marguerite Bourgeoys, Association des parents, <i>Ottawa</i>			Etobicoke Chamber of Commerce, Technology Development Group, <i>Etobicoke</i>
École Monseigneur-de-Laval, Comité des parents, <i>Hamilton</i>			Evans, Peter J. A., <i>Nepean</i>
			Everitt, Katherine, <i>Chatham</i>

Evoy, Anna/MacPherson, Donna, <i>Perth</i>	Federation of Catholic Parent-Teacher Associations of Ontario, Windsor/Essex Regional Council	Ferguson, Robert, <i>Nepean</i>	Fonds canadien du film et de la vidéo indépendants, <i>Ottawa</i>
Eyjolfson, Beverly, <i>Thunder Bay</i>	Federation of Catholic Parent-Teacher Associations of Ontario, <i>London</i>	Ferron, Monique/Barton, Mary	Foot, Jack, <i>Campbellcroft</i>
Eyre, (Dr.) Dean P., <i>Ottawa</i>	Federation of Chinese Canadians in Scarborough, <i>Scarborough</i>	Feuerverger, Grace, <i>Toronto</i>	Force, Dora, <i>Woodstock</i>
Families for Religious Equality in Education	Federation of Sikh Societies of Canada, <i>Ottawa</i>	Fiddes, Graham R., <i>North York</i>	Forest Manor Public School, <i>Willowdale</i>
Family Literacy Interest Group, <i>Kingston</i>	Federation of Trinidad & Tobago Organizations of Ontario, <i>Mississauga</i>	Filopovich, Ifka	Forster, (Dr.) David R., <i>Maple</i>
Fanshawe College of Applied Arts & Technology, Continuing Education Advisory Committee, <i>London</i>	Federation of Women Teachers' Associations of Ontario, Anti-Racist Education Committee, <i>LaSalle</i>	Fink, Dean, <i>Ancaster</i>	Forsyth-Sells, Lee Ann
Fanshawe College of Applied Arts & Technology, Futures Program trainees, <i>Simcoe</i>	Federation of Women Teachers' Associations of Ontario	Finlay, Barry, <i>Oakville</i>	Fort Frances-Rainy River Board of Education, Education Committee, <i>Fort Frances</i>
Fanshawe College of Applied Arts & Technology, <i>London</i>	Fédération des aîné(e)s francophones de l'Ontario, Région du Moyen-Nord/Coalition sur l'analphabétisme chez les aîné(e)s franco-ontariens	Finn, Maureen, <i>Kingston</i>	Fort Frances-Rainy River Board of Education, <i>Fort Frances</i>
Farber, Kelly, <i>Thornhill</i>	Fédération des aînés francophones de l'Ontario	1st Woodbridge Girl Guides, <i>Woodbridge</i>	Forum for Higher Education in the Public Interest/Our Schools/Ourselves
Faria, Tito/Faria, Isabel	Fédération des associations de parents francophones de l'Ontario	Fish, Ann Marie, <i>Richmond Hill</i>	Forum on Responsible Education (FORE)
Farnworth, Marilyn, <i>Brampton</i>	Fédération des caisses populaires de l'Ontario, <i>Ottawa</i>	Fish, Patrick	Foster, Jason/Russell, Robert
Farrar, Bernice Lever, <i>Richmond Hill</i>	Fédération des élèves du secondaire franco-ontarien (FESFO), <i>Vanier</i>	Fitzgerald, J. Terry, <i>Point Edward</i>	Foundation for the Advancement of Aboriginal Youth, <i>Toronto</i>
Farrell, John, <i>Scarborough</i>	Fédération des enseignantes et des enseignants des écoles secondaires de l'Ontario, Comité de langue française	Fitzgerald, Mary, <i>Bowmanville</i>	Fournier, Natalie/Burry, Julie
Farrow, David	Fedrock, Debra, <i>Paris</i>	Fitzsimmons, Tom	Frame, (Mr.) A. G., <i>Sarnia</i>
Father Bressani Catholic High School, Athletic Council, <i>Woodbridge</i>	Feizo, Carole/Gas, Jan	Flamborough Chamber of Commerce, <i>Waterdown</i>	Frame, J. D., <i>Exeter</i>
Father Henry Carr Secondary School, Student Council, <i>Etobicoke</i>		Flear, Sandra, <i>Toronto</i>	Frankland Community School, Parent-Staff Association, <i>Toronto</i>
Father John Redmond High School, Student Council, <i>Etobicoke</i>		Fleming, Leslie	Frankson, A. Gregory, <i>Kingston</i>
Faukovic, M., <i>Toronto</i>		Fletcher, John C., <i>Kitchener</i>	Fransham, Richard, <i>Gloucester</i>
		Fletcher, Susan, <i>Ottawa</i>	Fraser, Cathy
		Fleuren, Peter/Fleuren, Idith, <i>Rodney</i>	Fraser, Sheila G., <i>Sault Ste. Marie</i>
		Fleurie, Des J., <i>Fort Frances</i>	Freedman, (Dr.) Joe, <i>Red Deer</i>
		Fligg, Mel, <i>Barrie</i>	Frew, Alexander F., <i>Deep River</i>
		Flood, (Ms.) E. A., <i>Willowdale</i>	Froment, Phil, <i>Nepean</i>
		Florescu, Viorica, <i>Kanata</i>	Frommer, Joan Barbara, <i>Ottawa</i>
		Florio, Marnie, <i>Burlington</i>	
		Flynn, J. Kathleen, <i>Mississauga</i>	
		Flynn, Maureen, <i>Ottawa</i>	
		Fondation ARTES, Conseil d'administration, <i>Ottawa</i>	

Frontenac County Board of Education Frontenac County Board of Education, Special Education Advisory Committee, <i>Kingston</i>	Gardos, Paris Cameron, <i>Toronto</i> Garrett, Marjorie Mallory, <i>Prescott</i>	Gigg, Ed	Gorrie, Donna, <i>Meaford</i>
Frontenac County Board of Education, Parent Groups	Garton, Wilma A., <i>Ottawa</i>	Gilbertson, Diane, <i>Guelph</i>	Gouin, Gisele
Frontenac County Quality Daily Physical Education Action Team	Garvin, Nora, <i>Thornhill</i>	Gill, (Dr.) Stephen, <i>Cornwall</i>	Goulet, André, <i>Orléans</i>
Frontenac County Women Teachers' Association/Ontario Public School Teachers' Federation, Frontenac District/Association of Elementary School Administrators of Frontenac County	Gaudaur, Charles/Gaudaur, Darlene, <i>Perth</i>	Gilmour, Brad W., <i>Ottawa</i>	Grace, (Dr.) Noelle, <i>Toronto</i>
Frontenac-Lennox & Addington County Roman Catholic Separate School Board, Special Assignment-Learning Resources Committee, <i>Kingston</i>	Gaudet, Claudette G., <i>Orléans</i>	Ginou, Alex	Graham, Alda, <i>Monkland</i>
Frontenac-Lennox & Addington County Roman Catholic Separate School Board, <i>Kingston</i>	Gaul, John A., <i>Hamilton</i>	Girard, April, <i>Atikokan</i>	Graham, Ralph, <i>London</i>
Frontier College, <i>Toronto</i>	Gause, M., <i>Parry Sound</i>	Girls & Women in Sport Liaison Committee, <i>Nepean</i>	Grand Council Treaty #3
Frudd, Susan, <i>Ajax</i>	Gavin, Frank	Giroux, Dominic, <i>Gloucester</i>	Grand River Collegiate Institute, Student Executive, <i>Kitchener</i>
Fulford, Celine M., <i>Aurora</i>	Gedeon, (Dr.) Steven A., <i>Toronto</i>	Given, R. Wayne, <i>Guelph</i>	Granger, Jean-Claude, <i>Orléans</i>
Fung, Ellen, <i>Willowdale</i>	General Motors of Canada	Givens, C. R., <i>Barrie</i>	Granger, Matthieu/Davey, Michelle
Furey, Patrick, <i>Port Elgin</i>	George Brown College of Applied Arts & Technology, Committee on Special Needs/Ontario Articulation Network, <i>Toronto</i>	Glen Cairn Community Resource Centre, Stay In School Program, <i>London</i>	Grant, Joanne, <i>North York</i>
Furlong, Edward, <i>Rosseau</i>	George Brown College of Applied Arts & Technology, <i>Toronto</i>	Glendon, Margaret	Gray, Dianne, <i>Windsor</i>
Fuykschot, Cornelia, <i>Gananoque</i>	George, Rina E., <i>Markham</i>	Glenforest Secondary School, OAC English Students, <i>Mississauga</i>	Gray, Linden, <i>Beeton</i>
Gaensbauer, Joan, <i>Peterborough</i>	Georgian College of Applied Arts & Technology, Academic Management Team, <i>Barrie</i>	Glengarry District High School, Parent-Teacher Committee	Greater Metro Co-operative Education Association, <i>Scarborough</i>
Galaridi, Sharon	Gérin-Lajoie, Diane	Glueheisen, Jonathan	Greater Metropolitan Toronto Co-ordinators of Music, <i>Etobicoke</i>
Galliene, Christina, <i>Whitby</i>	German-Canadian Congress, Ontario Chapter, <i>Toronto</i>	Godin, Gaëtan	Greater Peterborough Chamber of Commerce, <i>Peterborough</i>
Gallivan, Robert J., <i>Thornhill</i>	Gerner, Malcolm, <i>Dundas</i>	Gold, (Dr.) Joseph	Greater Welland/Pelham Chamber of Commerce, Education Committee
Garbutt, W. Terry	Gervais, Robert	Golden Avenue Public School, Parent Advisory Committee, <i>South Porcupine</i>	Green, Martin
Gardner, John R., <i>Toronto</i>	Get Involved in Volunteer Efforts Program (G.I.V.E.), <i>North Bay</i>	Goldstein, Dian, <i>Willowdale</i>	Greer, Anne, <i>Thornhill</i>
	Giannandrea, C., <i>Mississauga</i>	Goldstein, Paul, <i>Toronto</i>	Gregorini, Lucy, <i>Lively</i>
	Gibb, Dave	Golish, Kenneth/Golish, Pamela, <i>Windsor</i>	Grey Bruce Community Industrial Training Advisory Committee Inc., <i>Owen Sound</i>
	Gibbs, Keith, <i>Gloucester</i>	Gollert, Norman D.	Grey County Board of Education, <i>Markdale</i>
	Gibson, Sandi, <i>Windsor</i>	Gollinger, Robert G., <i>Prescott</i>	Gribben, John, <i>Weston</i>
	Giesbrecht, Brenda	Gontier, Hazel, <i>Toronto</i>	Griffiths, William R., <i>St. Catharines</i>
		Gorbold, Donna, <i>Etobicoke</i>	
		Gordon, Pamela, <i>Kemptville</i>	

Grotto, Louise, <i>Sudbury</i>	Halton Roman Catholic Separate School Board, Religion/Family Life Subject Council, <i>Burlington</i>	Harambee Centres Canada, National Capital Region, <i>Ottawa</i>	Hennings, Dean/Matt, Dave
Gruber, Helen D., <i>Ottawa</i>		Harel, Ziv, <i>Thornhill</i>	Herdmler, Mary, <i>Waterloo</i>
Guelph-Wellington Association for Community Living, Education Committee, <i>Guelph</i>	Hamilton & District Chamber of Commerce, <i>Hamilton</i>	Harris, Betty A., <i>Stittsville</i>	Heritage Renfrew Home Children Committee, <i>Renfrew</i>
Guetta, Arnold	Hamilton Community Group, <i>Hamilton</i>	Harris, Heather, <i>Lindsay</i>	Herster, Doris, <i>St. Catharines</i>
Guinan, Sandra, <i>Richmond Hill</i>	Hamilton Council of Home & School Associations	Harris, Margaret	Hewitt, (Dr.) Jean
Gunner, Marnie	Hamilton Teacher-Librarians' Association, <i>Hamilton</i>	Harrison, Mary W./Harrison, Anthony J., <i>Markham</i>	Heydorn, Bernard L., <i>Newmarket</i>
Gupta, M., <i>Scarborough</i>	Hamilton Township Ratepayers' Association, <i>Port Hope</i>	Harrison, Tony/Harrison, Mary, <i>Markham</i>	Heyns, (Mr. & Mrs.) Arie, <i>Allenford</i>
Gurdial, Tania, <i>Markham</i>	Hamilton-Wentworth Roman Catholic Separate School Board, St. Charles Adult Continuing Education Centre	Harvey, M. Elaine, <i>Kingston</i>	Hibbert, Terrence G. S., <i>Toronto</i>
Gutman, Mory/Gutman, Catherine, <i>Richmond Hill</i>		Hastings & Prince Edward County Roman Catholic Separate School Board	Higgins, David A., <i>Barrie</i>
Guzik, Pauline, <i>Powassan</i>	Hamilton-Wentworth Roman Catholic Separate School Board, Secondary School Library Heads, <i>Hamilton</i>	Hastings County Board of Education	High, Steven
Habs, Ludi, <i>Oakville</i>		Hastings Women Teachers' Association, <i>Belleville</i>	Highland Secondary School, Alternative Education Program Students
Haché, Denis/Boissonneault, Julie		Haswell, Kathleen, <i>Brampton</i>	Hill, Danuta, <i>Caledon East</i>
Haddon, Michael A., <i>Mississauga</i>	Hamilton-Wentworth Roman Catholic Separate School Board	Hatch, Wilfred T., <i>Brantford</i>	Hill, Frances E., <i>Newmarket</i>
Hagar, Aubrey, <i>Guelph</i>		Hawken, Jill, <i>Ottawa</i>	Hill, Nancy
Hahn, Sybille B., <i>Toronto</i>	Hamilton-Wentworth Roman Catholic Separate School Board	Hay, Roger L., <i>Sarnia</i>	Hillesheim, Susan
Halberstadt, Alan	Hamilton-Wentworth Roman Catholic Student Council Presidents' Association	Head, Tammie L.	Histed, Roberta, <i>L'Orignal</i>
Hall, Beatrice E., <i>Thornbury</i>	Hamilton-Wentworth Roman Catholic Separate School Board, Instructional Services Department	Heart & Stroke Foundation of Ontario, <i>Toronto</i>	Hobbs, Anne/Bean, Joann, <i>Waterdown</i>
Hall, Beverly E., <i>Sioux Lookout</i>	Hamilton Women Teachers' Association, <i>Hamilton</i>	Hedman, Jack, <i>Fort Frances</i>	Hobbs, Ian A./Hobbs, Roseanne
Hall, Christine/Treasure, Stephen, <i>Aurora</i>	Han, Joanne	Heighington, G., <i>Scarborough</i>	Hochner, Sydney V., <i>Brantford</i>
Halpern, Gerald, <i>Ottawa</i>	Haner, Vonnice, <i>Wellesley</i>	Heit, Marcy, <i>St. Catharines</i>	Hodgins, Alex A., <i>Kapuskasing</i>
Halton Association for Young Children, <i>Burlington</i>	Hanlin, Esther, <i>Fonthill</i>	Hellenic-Canadian Federation of Ontario	Hodgkinson, E., <i>Peterborough</i>
Halton Board of Education, Special Education Advisory Committee, <i>Burlington</i>	Hanson, Jean, <i>Lively</i>	Helmer, Joan, <i>Oshawa</i>	Hogan, Brian E.
Halton Council of Home & School Associations, <i>Oakville</i>	Hanson, Kathryn S., <i>London</i>	Helmus, Bill, Hemmert, R., <i>Scarborough</i>	Hogarth, Marlene, <i>Thunder Bay</i>
Halton Industry Education Council, Career Centre, <i>Burlington</i>		Henderson, Hugh, <i>Kingston</i>	Holland, Carroll, <i>Ottawa</i>
		Henley, Elfreda, <i>Toronto</i>	Holland Marsh District Christian School, Board of Directors, <i>Newmarket</i>
		Hennessy, Peter, <i>Elginburg</i>	Hollingsworth, Silvina, <i>Toronto</i>
			Holub, (Dr.) B. J., <i>Guelph</i>

Holy Cross Catholic Secondary School	Humphries, Mark P./Humphries, Deborah M., <i>Timmins</i>	Inglis, Norine, <i>Peterborough</i>	Janes, Paul, <i>Watford</i>
Holy Cross Parent-Teacher Association	Hundert, Ken, <i>Etobicoke</i>	Institute for Enterprise Education, <i>St. Catharines</i>	Janhunen, Eric/Janhunen, Virginia, <i>Sarnia</i>
Holy Family Catholic School, Catholic Parent-Teacher Association, <i>Ottawa</i>	Huron County Board of Education	Institute of Electrical & Electronics Engineers, Toronto Section, <i>Brampton</i>	Janssen, (Mr.) G., <i>Orangeville</i>
Home School Legal Defense Association of Canada, <i>Peterborough</i>	Huron County Health Unit	Integration Action Group, <i>Etobicoke</i>	Janzen, Wally
Honsberger, Lynn, <i>Ottawa</i>	Huron-Perth County Roman Catholic Separate School Board, <i>Dublin</i>	Integration Action Group, London & Area, <i>London</i>	Jardine, Lorraine, <i>London</i>
Honzatko, Barbara J., <i>Keewatin</i>	Huron Women Teachers' Association	Integration Action Group, Sudbury Chapter	Jefford, Art
Hook, (Dr.) Richard, <i>Etobicoke</i>	Huschka, Bob	Inter-Franco scolaire du Sud de l'Ontario	Jeffkins, Ron
Horvath, (Mrs.) H., <i>North York</i>	Hussain, Glenys	Interfaculty Council of Technological Education	Jelenic, Venanzio, <i>Cambridge</i>
Horvath, Louis/Horvath, Maria, <i>Don Mills</i>	Huston, Emily, <i>Combermere</i>	Interfaith Advisory Group on Religious Education, <i>London</i>	Jellie, Hugh, <i>Waterloo</i>
Hotte, Denis A./Hotte, Lucille M., <i>Gloucester</i>	Hutt, Jackie, <i>Lakefield</i>	International Network of Performing & Visual Arts Schools, <i>Niagara-on-the-Lake</i>	Jemmott, Marva M., <i>Toronto</i>
Hough, Catherine, <i>Scarborough</i>	Hux, Allan, <i>Toronto</i>	Irons, Aileen, <i>Curve Lake</i>	Jesuit Refugee Service Canada, <i>Toronto</i>
Houghton, Meghan/Barton, Debbie	Hynes, Douglas	Islamic Co-ordinating Council of Imams, <i>Toronto</i>	Joblin, Fred, <i>Parry Sound</i>
Howard, Al, <i>Sioux Lookout</i>	Hynes, William A., <i>Don Mills</i>	Islamic Schools Federation of Ontario, <i>Ottawa</i>	Joffe, Marion
Howe, L., <i>Leamington</i>	Iga, Julia/Collins, Chris/Arango, Nicholas	Izatt, John, <i>Thunder Bay</i>	Joffe, N./Joffe, Marion, <i>Thornhill</i>
Howell, Evelyn, <i>Burk's Falls</i>	Ignatius, Susan, <i>Cornwall</i>	Jackman, Richard, <i>Ottawa</i>	John Brooks Community Foundation & Scholarship Fund, Youth Council, <i>Toronto</i>
Howes, Deborahrah, <i>Pickering</i>	Imbeault, Jean-Claude	Jackson, John A., <i>Scarborough</i>	John F. Ross High School, <i>Guelph</i>
Hughes, Karlene, <i>Markham</i>	Immaculate Conception Catholic School, Parent Advisory Committee, <i>Port Perry</i>	Jackson, Norah	John Howard Society of Durham Region, <i>Oshawa</i>
Hughes, Susan, <i>Pictou</i>	Immanuel Christian School Society	Jacques, Céline	John Wanless Parents' Association
Hughes, Wendy	Improving School Discipline Project	Jahn-Cartwright, Cindy, <i>Port Elgin</i>	Johnson, Cheryl D., <i>Cambridge</i>
Hugli, Maggie, <i>Oshawa</i>	Independent First Nations' Alliance, <i>Sioux Lookout</i>	Jakes, Howard, <i>Kingston</i>	Johnson, Ginette, <i>Kingston</i>
Humber College of Applied Arts & Technology	Industrial Training Centre for Women/Zalco (ITCH/ZALCO)	Jamaican Canadian Association, <i>Toronto</i>	Johnson, Kathleen M.
Humberview School, Student Group, <i>Bolton</i>	Information Technology Association of Canada, Education Committee, <i>Mississauga</i>	James, Jan-Elizabeth, <i>Sault Ste. Marie</i>	Johnson, Margaret, <i>Chesterville</i>
Humewood Community School, Cherrywood Alternative Program, <i>Toronto</i>			Johnston, K./Leatham, R./McAndless, D./McClenaghan, Tom

Jones, Barbara L., <i>Woodville</i>	Kendall, Barry, <i>North Bay</i>	Kingsbury, Linda, <i>Ottawa</i>	Kondor, (Dr.) George A., <i>Thunder Bay</i>
Jones, Carl, <i>Thorold</i>	Kendall, John D., <i>Scarborough</i>	Kingston & District Association for Community Living, Board of Directors, <i>Kingston</i>	Koski, Beverley, <i>Brigden</i>
Jones, Dorothy, <i>London</i>	Kennedy, Bruce, <i>Cambridge</i>	Kingston Area School to Employment Council, <i>Kingston</i>	Kostantin, Walter, <i>Kenora</i>
Jones, Gwen S., <i>Etobicoke</i>	Kennedy, Dave/Kennedy, Pam, <i>Cambridge</i>	Kingston District Chamber of Commerce, <i>Kingston</i>	Kostiuk, Andrew/Kostiuk, Doris, <i>Weston</i>
Jones, Laurie, <i>Brampton</i>	Kenner Collegiate & Vocational Institute, Technical Service Studies Department	Kingston Employment & Youth Services	Kotras, Danielle/Marynick, Kas
Jones, Linda, <i>Bath</i>	Kenora & District Chamber of Commerce	Kingston, Frontenac and Lennox and Addington Health Unit	Kovnats, Tom, <i>Winnipeg</i>
Jones, Pat, <i>Stratford</i>	Kenora Board of Education/Kenora District Roman Catholic Separate School Board, <i>Kenora</i>	Kingston Literacy, students, <i>Kingston</i>	Kowulchuk, William, <i>Huntsville</i>
Joshi, Margaret	Kenora District Roman Catholic Separate School Board/Ontario English Catholic Teachers' Association, Kenora District, <i>Kenora</i>	Kingston Public Library, Board. <i>Kingston</i>	Kraft, David, <i>Toronto</i>
Joyce, Dan, <i>Peterborough</i>	Kenora-Keewatin & District Labour Council, <i>Kenora</i>	Kingston Township Industrial Landowners' Association, <i>Kingston</i>	Kraftcheck, Laurie, <i>Zurich</i>
Joyce, Sharon, <i>Newmarket</i>	Kenora Women Teachers' Association	Kinoshameg, James E., <i>Wickemikong</i>	Kraus, Mary
Kabli, Jassy, <i>Markham</i>	Kent County Board of Education	Kirkland Lake Collegiate & Vocational Institute	Kreiner-Ley, Heidi
Kaethler, Alfred, <i>Sioux Lookout</i>	Kent County Women Teachers' Association	Kirsh, Fran, <i>Richmond Hill</i>	Kretschman, Uwe
Kaiura, Gail, <i>Hamilton</i>	Keown, Howie, <i>Dundas</i>	Kitchener-Waterloo Association for Community Living, Integrated Education Task Force, <i>Kitchener</i>	Kronick, Doreen, <i>Toronto</i>
Kalin, Myer, <i>Gloucester</i>	Keown, Pam, <i>Dundas</i>	Kitchener-Waterloo Association for Community Living, <i>Kitchener</i>	Kutac, (Mr.)
Kamal, Gamal	Kerr, Bernard D., <i>Mississauga</i>	Kitchener-Waterloo English School	L'Association de parents et instituteurs catholiques francophones de Sudbury, <i>Sudbury</i>
Kammerer, Frederika, <i>Mount Hope</i>	Kessentini, Saïda, <i>Brampton</i>	Kitchener-Waterloo Symphony	Labate, Judy, <i>Vinemount</i>
Karimuddin, Ahmer/Forrest, Matt/Tse, Andrew/Jani, Bharti	Ketwaroo-Nanoo, Sharlene/Julien, Leona/Dechausay, Nadine	Klein, Pierre M.	Laberge, Susan, <i>Brampton</i>
Kassam, Shelina, <i>North York</i>	Khan, (Dr.) Yaqoob	Knill, Anna, <i>Waterloo</i>	Lacavera, Donna
Kavanagh, Barry F., <i>Thornhill</i>	Khan, Anne, <i>Sarnia</i>	Knill, Paul	Lachapelle, René-H., <i>Orillia</i>
Kavanagh, Stan, <i>Kingston</i>	Killaloe Public School, Home & School Association, <i>Killaloe</i>	Kollaard, George, <i>Bowmanville</i>	Laird, Melissa/Bradley, Stacy
Kawartha World Issues Centre	King Edward School, students		Lake Superior Board of Education, <i>Marathon</i>
Keast, William, <i>Belleville</i>			Lakehead Association for Community Living, Education Task Force
Keating, (Dr.) Daniel P., <i>Toronto</i>			Lakehead Board of Education, <i>Thunder Bay</i>
Keewaytinook Okimakanak Tribal Council, <i>Sioux Lookout</i>			Lakehead Board of Education, Adult Education Centre
Keith, Patricia R., <i>Toronto</i>			
Kelly, P. Gregory/Barnes, Clive, <i>Scarborough</i>			
Kemptville College of Agricultural Technology, Basic English Language Skills Course students, <i>Kemptville</i>			

Lakehead Board of Education, School Improvement Council, <i>Thunder Bay</i>	Lanark, Leeds & Grenville County Roman Catholic Separate School Board, Principals & Vice-Principals, <i>Brockville</i>	Learning Disabilities Association of Kingston, <i>Kingston</i>	Lehman, Hugh/Lehman, Barbara, <i>Guelph</i>
Lakehead Board of Education, Special Education Advisory Committee, <i>Thunder Bay</i>	Lander, Jean, <i>Osgoode</i>	Learning Disabilities Association of Ontario, <i>Toronto</i>	Lehtiniemi, L., <i>Ottawa</i>
Lakehead Council of Home & School Associations/Ontario Federation of Home & School Associations Inc., Region A West	Langen, Roger, <i>Toronto</i>	Learning Disabilities Association of Ottawa-Carleton	Lenaghan, Lorne Albert, <i>Toledo</i>
Lakehead District Roman Catholic Separate School Board, <i>Thunder Bay</i>	Laprairie, Dinah	Learning Disabilities Association of Peterborough, <i>Peterborough</i>	Lennox & Addington Family & Children's Services, Board of Directors, <i>Napanee</i>
Lakehead District Roman Catholic Separate School Board, Special Education Advisory Committee	Laramée, Julien, <i>St-Albert</i>	Learning Disabilities Association of Sault Ste. Marie	Lennox & Addington Women Teachers' Association, <i>Napanee</i>
Lakehead Environmental Youth Alliance	Larocque, Louise, <i>Chelmsford</i>	Learning Disabilities Association of South Niagara	Lesbian & Gay Youth of Toronto, <i>Toronto</i>
Lakewood Intermediate School, <i>Kenora</i>	Laryea, Edwin	Learning Disabilities Association of St. Catharines, <i>St. Catharines</i>	Lessard, Marc
Lalas, Mirosław, <i>Aurora</i>	Laubach Literacy Ontario Inc., <i>Kitchener</i>	Learning Disabilities Association of Thunder Bay, Ad Hoc Committee	Levac, Claude, <i>St-Isidore</i>
Lalonde, Mélissa/Bertrand, Sébastien/Paré, Dominique/ Bourdon, Josianne	Laurila, Edith, <i>Scarborough</i>	Learning Disabilities Association of Windsor & Essex County	Levin, Sanford, <i>London</i>
Lalonde, Tanya/Pineault, Geneviève	Laverty, Matthew/Beardy, Tracy/Maud, Amanda/Trout, Norma Jean/Moran, Kristopher/Rundle, Dan/Howard, Sonya/Hoppe, Esther	Learning Disabilities Association, Oshawa Chapter, <i>Oshawa</i>	Lewis, Michael, <i>Elliot Lake</i>
Lamarche, A. J. M. (Art), <i>Kanata</i>	Law, James A., <i>North Bay</i>	Learning Disabilities Association of London-Middlesex	Lin, Jason C.
Lambrou, Linda/Belle-Isle, Guy Hawkesbury	Lawrence Park Collegiate, Curriculum Committee, <i>Toronto</i>	Learning for a Sustainable Future, <i>Ottawa</i>	Lincoln County Board of Education
Lambton County Board of Education	Lawrence, Virginia, <i>Mississauga</i>	Learnxs Foundation, <i>Toronto</i>	Lincoln County Board of Education, Team Arts/Lakebreeze/ Public School
Lambton County Principals' Association, <i>Sombra</i>	Lawson, George, <i>Thornhill</i>	Leary, Daniella, <i>Mississauga</i>	Lincoln County Catholic Principals' Association
Lambton County Roman Catholic Separate School Board	Le Clerc, Pierre	Leblanc, Mélanie	Lincoln County Roman Catholic Separate School Board
Lambton Health Unit	Lea, Joseph William, <i>Etobicoke</i>	Leclerc, Wilbrod, <i>Ottawa</i>	Lincoln County School of Performing Arts, <i>Niagara-on-the-Lake</i>
Lanark, Leeds & Grenville County Roman Catholic Separate School Board, <i>Smith Falls</i>	Leaders-In-Action	Lee, Mary	Lincoln County Women Teachers' Association
	Learning Consortium, <i>Toronto</i>	Leeds & Grenville County Board of Education, Counties School Committee, <i>Brockville</i>	Linden School
	Learning Consortium Summer Institute, Participant Group 1993, <i>Scarborough</i>	Leeds & Grenville County Board of Education, <i>Brockville</i>	Lindner, Christine, <i>Kettleby</i>
	Learning Disabilities Association of Chatham-Kent, <i>Chatham</i>	Lefebvre, Lise, <i>Iroquois Falls</i>	Lindsay, Joni
	Learning Disabilities Association of Cornwall & the United, Counties Learning Disabilities Association of Hamilton- Wentworth, <i>Hamilton</i>	Leger, Heather/Leger, Rosaire, <i>Cornwall</i>	Linklater, M. E. (Peggy)/Rigg, Carol
			Linnev, Grant, <i>Georgetown</i>
			Lipinski, (Mr.) T., <i>Oakville</i>

Lisgar Collegiate Institute, Parent Advisory Committee	London Cross-Cultural Learner Centre, <i>London</i>	Loyer, Ben/Loyer, Gloria, <i>Sarnia</i>	Macrae, Carol, <i>Guelph</i>
Little, Phillip P., <i>Toronto</i>	London Elementary Public School Administrators' Association	Lucas, Helen, <i>Richmond Hill</i>	Mader, Anne, <i>Strathroy</i>
Little Red Reading Society		Luis, Derek	Madore, Jordie/Meeking, Charles
Little Red Theatre, <i>Toronto</i>	London Home Educators, <i>London</i>	Lunel, Ruth A., <i>Scarborough</i>	Maged, Hussein, <i>Orleans</i>
Little, Roy, <i>Kingston</i>		Lurie, Tania, <i>Thornhill</i>	Magie des lettres, <i>Vanier</i>
Llaños, Marc, <i>Toronto</i>	London Local Planning Committee, School-to-Work Sub-committee, <i>London</i>	Luza, William S., <i>Scarborough</i>	Maiden, Judith, <i>Niagara Falls</i>
Lockett, Judy, <i>Gloucester</i>		Lyman, Bonnie, <i>Ottawa</i>	Majic, Charlotte, <i>Port Hope</i>
Logan, Beatrice, <i>Sarnia</i>	London-Middlesex Taxpayers' Coalition, Education Committee	Lyons, Simone, <i>Scarborough</i>	Maki, Bob, <i>Oakville</i>
Logan, Dora Taylor, <i>Parry Sound</i>		M. F. McHugh School, Parents' Group, <i>Ottawa</i>	Malcolm, M. Ruth, <i>Don Mills</i>
Loggia, Mike/NcNiece, Matt	London Public Library Board	Macdonald, Hu	Malikail, J. S., <i>Ottawa</i>
London & District Academy of Medicine, <i>London</i>	London Regional Catholic Parent-Teacher Associations	Macdonald, Kim, <i>Brantford</i>	Malloy, Ruth A., <i>Toronto</i>
London & Middlesex County Roman Catholic School Board	London Science Educators' Council	Macdonald, Marthe	Maloney, Gretta, <i>St. Andrews West</i>
London & Middlesex County Roman Catholic School Board, Adult & Continuing Education, <i>London</i>	London Waldorf School	Macdonald-Simons, Dorothy/Simons, William M., <i>Hastings</i>	Mansfield, Beate, <i>Belleville</i>
London & Middlesex County Roman Catholic School Board, Special Education Advisory Committee	London Women Teachers' Association, <i>London</i>	MacDonald, David	Manthei, Renate I., <i>Hamilton</i>
	Long, James R., <i>Kingston</i>	MacDonald, Linda E., <i>Scarborough</i>	Manuel, Kendra
	Long, Thea, <i>Rodney</i>	MacDonald, R. MacDonald, Sandi	Manzl, Helmut F., <i>Oakville</i>
	Loraine, Nancy Threan, <i>Sunderland</i>	MacDonald, R. MacDonald, Sandi	Maple View Education Mennonite Church, Education Committee, <i>Gadshill</i>
	Loraine, Trish, <i>Toronto</i>	Macfarlane, Clyde, <i>Kingston</i>	Marathé, Eknath V., <i>St. Catharines</i>
	Loranger, Pierre, <i>Rockland</i>	MacGregor, Colin, <i>Cambridge</i>	Marcotte, Margot, <i>Petawawa</i>
	Lord, John/Hutchison, Peggy, <i>Kitchener</i>	Mackay, Rory, <i>Gananoque</i>	Mark, Hugh W., <i>Ottawa</i>
London Chamber of Commerce		MacKendrick, Mo, <i>Surrey</i>	Mark, Ken
London Council for Adult Education	Lordan, Meredith, <i>Etobicoke</i>	Mackenzie, Dave	Mark, Ken/Johnson, Dawne/Shapiro, Isaac/Huggin, James
London Council for Adult Education, Literacy Committee	Lorento, David, <i>Renfrew</i>	Mackenzie, Gordon, <i>Nipigon</i>	Markham Ad Hoc Committee for Race & Ethnocultural Equity, <i>Downsview</i>
London Council of ESL Families	Lorenz, Robert, <i>Sudbury</i>	MacLean, William N., <i>Huntsville</i>	
London Council of Home & School Associations/Oxford County Council of Home & School Associations/Middlesex Council of Home & School Associations	Love, Maureen, <i>Downsview</i>	MacLellan, (Mrs.) S., <i>Sioux Lookout</i>	
	Lovegrove, Fiona	MacLeod, Douglas G.	Marks, Elyssa, <i>Toronto</i>
	Lowe, Dan	Macnaughton, Richard/Macnaughton, Dorothy/McNeely, Jane/McNeely, Robert, <i>Sault Ste. Marie</i>	Marleau, Gilles, <i>Orléans</i>
	Lowe, Susan		Marquardt, Eleonor, <i>Atikokan</i>
	Lowerison, Joyce, <i>Bolton</i>		

Marquardt, Susanne, <i>Thunder Bay</i>	McCaffrey, Jack/Hicks, Lorne, <i>Toronto</i>	McLarty, Peter	Metropolitan Toronto School Board/Etobicoke Board of Education/Scarborough Board of Education/Board of Education for the City of Toronto
Marquis, Vincent	McCaskill, (Mrs.) A., <i>Dalkeith</i>	McMaster University, <i>Hamilton</i>	
Marshall, (Mr.) W. T., <i>Kingston</i>	McColl, J. Stewart	McMaster University Students' Union Inc., <i>Hamilton</i>	
Marshall, Lisa, <i>Ottawa</i>	McCormick, Betty, <i>Maxville</i>	McMillan, John., <i>Scarborough</i>	Metz, Robert
Marshall, Nancy	McCuaig, Jim, <i>Thunder Bay</i>	McMillen, Beth, <i>Scarborough</i>	Meyer, (Dr.) John R.
Martel, Marie-Josée, <i>Ottawa</i>	McCusker, Thomas	McNabb Park Elementary School, Home & School Association	Meyers, Beverly J., <i>Campbellford</i>
Martin, Barbara	McDiarmid, Garnet L., <i>Port Colborne</i>	McNair, Lyle	Meyers, Mary, <i>Toronto</i>
Martin, Danika/Giroux, Guylaine	McDonald, Carol, <i>Scarborough</i>	McNair, (Mrs.) Ken, <i>White Lake</i>	Mezouri, Ahmed, <i>Toronto</i>
Martin, Judy, <i>Pickering</i>	McDonald, John F., <i>Amherstburg</i>	McPhee, Betty, <i>Scarborough</i>	Michaud, Pierre
Martin, Lawrence	McDougall, Scott A., <i>Newmarket</i>	McRandall, Roderic A., <i>Bancroft</i>	Mielash, Frank
Martin, Rosalind, <i>Mississauga</i>	McElgunn, Barbara, <i>West Hill</i>	Meaghan, (Professor) Diane	Middlesex County Board of Education
Martino, Loreen, <i>Don Mills</i>	McElhone, Wayne	MediaWatch	Middlesex Women Teachers' Association/Ontario Public School Teachers' Federation, Middlesex District
Martinowski, Michelle, <i>Markham</i>	McEwen, Tracie	Medwin, Bob	Miguil, Samatar, <i>North York</i>
Marx, David, <i>Weston</i>	McFadden, John, <i>Toronto</i>	Ménard, Monique, <i>Ottawa</i>	Mikrovia, Darlene
Mascotto, Bill, <i>Geraldton</i>	McGann, Kathie	Mercier, Lori	Miles, Michael C., <i>Orillia</i>
Masny, Diana/Lajoie, Mario	McGee, Wayne L., <i>Oakville</i>	Metro Principals' Council, Adult Day School Credit Programs	Millar, Donna
Mason, David G.	McGill, G. H., <i>Nepean</i>	Metro Renaissance, <i>Scarborough</i>	Millen, David, <i>Ottawa</i>
Mathematics, Science & Technology Education Group, <i>Kingston</i>	McGregor-Hunter, Susan, <i>Cochrane</i>	Metro Special Education Advisory Committee (SEAC) Networking Committee, <i>North York</i>	Miller, (Rev.) Jim, <i>Wallaceburg</i>
Mather, Bruce	McGregor-Morris, Elaine, <i>St. Thomas</i>	Metro Toronto Secondary Teachers' Organization, <i>Toronto</i>	Miller, Jack
Mathwani, (Dr.) Shirish H., <i>St. John's</i>	McGuinty, Greg		Miller, Jasper J., <i>Toronto</i>
Matrican Learning Systems Ltd., <i>Willowdale</i>	McHugh, Kim		Miller, Joan, <i>Deep River</i>
Matson, Dianne, <i>Thunder Bay</i>	McIntyre, Edith, <i>Peterborough</i>		Miller, Judith, <i>Ottawa</i>
Maudsley, Donald B., <i>Toronto</i>	McIntyre, Keith	Metropolitan Separate School Board, <i>Toronto</i>	Miller, Maria, <i>Toronto</i>
Mawson, Cathy/Mawson, Mark, <i>Ottawa</i>	McIntyre, Sally M., <i>Kars</i>	Metropolitan Toronto Association for Community Living, Education Committee, <i>Toronto</i>	Miller, Walter C., <i>Brooklin</i>
May, Fred, <i>Bolton</i>	McKellar, Donald A.		Mills, Dale, <i>Vankleek Hill</i>
May, Ruth, <i>Bolton</i>	McKenna, Joan, <i>Toronto</i>		Mills, Nicole, <i>Cornwall</i>
Mayes, Shirley, <i>Barrie</i>	McKenzie, Duke	Metropolitan Toronto Police, <i>Toronto</i>	Mills, Stephen J., <i>Mississauga</i>
Mazmanian, Raffi N., <i>Fonthill</i>	McKeown, Hugh	Metropolitan Toronto Principals' Council, <i>Toronto</i>	Milne, Kenneth, <i>Guelph</i>
	McKinnon, Lynn, <i>Hillsburgh</i>		Milnes, John E., <i>Cornwall</i>
	McKinnon, Madeline, <i>Madoc</i>		

Miners, Dorothy, <i>Niagara Falls</i>	Montgomery, (Dr.) William R. H., <i>Smithville</i>	Munn, Eric	Newman, Eleanor, <i>Smith Falls</i>
Ministik Public School	Montpellier, Ryan	Munro, Julia	Newman, Tracy, <i>Brampton</i>
Ministik School Staff	Moon, Peter, <i>Toronto</i>	Munro, William/Munro, Janet, <i>Camlachie</i>	Newmarket Chamber of, Commerce
Ministry of Culture, Tourism and Recreation, <i>Toronto</i>	Moore, Tom, <i>Collingwood</i>	Murphy-Masse, Patricia, <i>Thornhill</i>	Niagara Coalition for Education Reform, <i>Niagara-on-the-Lake</i>
Ministry of Culture, Tourism and Recreation, The Libraries and Community Information Branch, <i>Toronto</i>	Moose Cree Education Authority	Murray-Lawrence, Alana, <i>Chesley</i>	Niagara Falls Chamber of Commerce, Education Committee, <i>Niagara Falls</i>
Ministry of Education & Training, Eastern Ontario Region, ESL Curriculum Advisory Committee, <i>Nepean</i>	Morgan, (Dr.) Griffith A. V., <i>Guelph</i>	Murray, Roy V.	Niagara South Board of Education, <i>Welland</i>
Ministry of Education & Training, Advisory Council of Special Education	Morgan, Jonathan, <i>Kemptville</i>	Muslim Educational Institute of Ontario, <i>Unionville</i>	Niagara South Women Teachers' Association, <i>Port Colborne</i>
Minoque, Sherry	Morison School, Parent-Teacher Group, <i>Deep River</i>	Muslim Network for Education & Research, <i>North York</i>	Niagara Symphony Association, Education Committee, <i>St. Catharines</i>
Minty, Lee, <i>Scarborough</i>	Morley, Minou, <i>Ottawa</i>	Mussard, Trudy	Nicholls, Gordon, <i>Cambridge</i>
Mississauga Arts Council, <i>Mississauga</i>	Morrell, (Sr.) Kay, <i>Toronto</i>	Musselman, Ken, <i>Elora</i>	Niels, Richard J. E.
Mississauga Board of Trade, Education & Training Committee, <i>Mississauga</i>	Morrison, Kenneth L., <i>Thunder Bay</i>	Myers, John, <i>Toronto</i>	Nielsen, D., <i>Barrie</i>
Mississauga, Mayor's Youth Advisory Committee, Ad-Hoc Committee on Education, <i>Mississauga</i>	Morrison, Sheila, <i>Toronto</i>	Nadeau, André, <i>Capréol</i>	Nipigon-Red Rock Board of Education, <i>Red Rock</i>
Mitchell, Frances, <i>Richmond Hill</i>	Morro, Sheila, <i>Scarborough</i>	Nagra, Manroop, <i>Markham</i>	Nipissing Board of Education
Mitchell, Richard, <i>Iroquois Falls</i>	Morse, Alison/Heath, Sharen, <i>Tillsonburg</i>	Nair, A. S. (Krishna)	Nipissing Board of Education
Mobile Business Start-Up Program, <i>North York</i>	Mortley, Marlene, <i>Hillburgh</i>	Nakogee, Karen, <i>Moose Factory</i>	Nipissing Community School, students, <i>North Bay</i>
Modern Languages Council, <i>Scarborough</i>	Moseley-Williams, Betty, <i>North Bay</i>	Nathoo, Zahra/Visnani, Ferzana	Nipissing District Roman Catholic Separate School Board, FSL, <i>Programs</i>
Module Vanier, Parent Advisory Council, <i>Kingston</i>	Moss, J. Gerry, <i>Port Elgin</i>	National Access Awareness Week, Provincial Education Subcommittee, <i>Toronto</i>	Nipissing University, Faculty of Education
Mohammed, Tracy, <i>Markham</i>	Motiar, Ahmed, <i>Thornhill</i>	National Capital Alliance on Race Relations, <i>Ottawa</i>	Nipissing Women Teachers' Association, <i>North Bay</i>
Monsignor Fraser College, students, <i>Toronto</i>	Mrosovsky, N., <i>Toronto</i>	National Congress of Italian Canadians, Ontario Region, <i>Toronto</i>	Nippel, Bill, <i>Kitchener</i>
	Muller, Norman, <i>Toronto</i>	National Council of Canadian Filipino Associations, Greater Toronto Region, <i>Toronto</i>	Nishnawbe-Aski Nation, <i>Thunder Bay</i>
	Mulligan, (Rev.) James T.	Nelson, Fiona, <i>Toronto</i>	Nishri, Ruth, <i>Willowdale</i>
	Multicultural Council of Oshawa/Durham	Network for Education Without Pollution, <i>Toronto</i>	Nixon, Deborah/Ignatieff, Nicholas
	Multicultural History Society of Ontario, <i>Toronto</i>	Neuman, Carolyn, <i>Bowmanville</i>	
		New Tecumseh & Area Arts Council, <i>Alliston</i>	

Nokee Kwe Adult Education Centre, <i>Chatham</i>	Northumberland & Newcastle Board of Education	Ontario Ad Hoc Committee on Juvenile Delinquency & Crime, <i>Gravenhurst</i>	Ontario Association of Catholic School Students' Council Federation
Nolet, Lise	Northumberland & Newcastle Board of Education, Outreach Project	Ontario Advisory Council on Disability Issues, <i>Toronto</i>	Ontario Association of Deans of Education, <i>London</i>
Norfolk Board of Education/Haldimand-Norfolk Regional Health Department, Healthy Lifestyles Committee, <i>Simcoe</i>	Northumberland Christian School Society, <i>Cobourg</i>	Ontario Advisory Council on Women's Issues/Conseil consultatif de l'Ontario sur la condition féminine, <i>Toronto</i>	Ontario Association of Junior Educators, <i>Stratford</i>
Norfolk Women Teachers' Association, <i>Simcoe</i>	Northumberland-Clarington Board of Education, <i>Cobourg</i>	Ontario Alliance of Christian Schools, <i>Ancaster</i>	Ontario Association of Professional Social Workers. School Social Work Committee, <i>Toronto</i>
Norkum, Joan, <i>Caledon East</i>	Nowak, Mary, <i>Kitchener</i>	Ontario Arts Council, <i>Toronto</i>	Ontario Association of Professional Social Workers/ Ontario Association of Speech/ Language Pathologists & Audiologists/Ontario Psychological Association, <i>Toronto</i>
North Bay and District Association for Community Living	Nowlan, David M., <i>Toronto</i>	Ontario Association for Child Care in Education, <i>North York</i>	Ontario Association of School Business Officials, <i>Toronto</i>
North Bay Immigrant Support Services, <i>North Bay</i>	O'Connell, (Dr.) Colin/Schultz, <i>Thomas</i>	Ontario Association for Community Living, <i>North York</i>	Ontario Association of Speech-Language Pathologists & Audiologists, School Speech Language Pathologists' Committee, <i>Scarborough</i>
North of Superior District Roman Catholic Separate School Board, Special Education Program, <i>Terrace Bay</i>	O'Dwyer, Gary	Ontario Association for Continuing Education, <i>London</i>	Ontario Association of Speech Language Pathologists & Audiologists, Hamilton Regional Group, <i>Stoney Creek</i>
North York Board of Education, <i>North York</i>	O'Farrell, Lawrence, <i>Kingston</i>	Ontario Association for Counselling & Attendance Services	Ontario Association of Teachers of Italian
North York Board of Education, Special Education Advisory Committee, <i>North York</i>	O'Leary, Denyse, <i>East York</i>	Ontario Association for Counselling & Attendance Services/Sault Ste. Marie Board of Education, Attendance Counsellors	Ontario Association of the Deaf, <i>Toronto</i>
North York Board of Education, Secondary School Principals	O'Mahony, Siobhan, <i>LaSalle</i>	Ontario Association for Geographic & Environmental Education, <i>London</i>	Ontario Association of Youth Employment Centres
North York Inter-Agency & Community Council, <i>North York</i>	O'Shea, M. Isabella, <i>Wolfe Island</i>	Ontario Association for Mathematics Education/Ontario Mathematic Co-ordinators' Association	
North York Parent Assembly, <i>Willowdale</i>	O'Sullivan, Patrick/O'Sullivan, Sandra, <i>Sudbury</i>	Ontario Association for Supervision and Curriculum Development, <i>Kitchener</i>	
North York Principals' Association, <i>North York</i>	Obeda, Marian, <i>London</i>	Ontario Association for the Supervision of Physical & Health Education, <i>St. Catharines</i>	
North York Women Teachers' Association, <i>Thornhill</i>	Oertel, Patricia, <i>Dundas</i>	Ontario Association of Adult & Continuing Education School Board Administrators	
Northern Nishnawbe Education Council, <i>Sioux Lookout</i>	Association for the Advancement of Visual Media (OFA), <i>Etobicoke</i>		
Northlea Public School, Home & School Association	Office provincial de l'éducation de la foi catholique de l'Ontario, <i>Hearst</i>		
	Officer, Donald R., <i>Gloucester</i>		
	Ogden, Steve, <i>Aylmer</i>		
	Ojibway Tribal Family Services, <i>Kenora</i>		
	Okonkwo, Clem, <i>Scarborough</i>		
	Oliver, Rosemary, <i>Scarborough</i>		
	Olmsted, Bob, <i>Orangeville</i>		
	Olsen, Lynda, <i>Belleville</i>		

Ontario Business Educator's Association/Ontario Association of Business Education Directors/Ontario Association of Business Educator's Coordinators

Ontario Catholic Supervisory Officers' Association

Ontario Catholic Supervisory Officers' Association, Area 2 Meeting Participants, *Willowdale*

Ontario Chamber of Commerce

Ontario Classical Association, *Scarborough*

Ontario Co-operative Education Association, *Concord*

Ontario Coalition of Children & Youth, *Toronto*

Ontario Confederation of University Faculty Associations, *Toronto*

Ontario Conference of Catholic Bishops

Ontario Council for Children with Behavioural Disorders

Ontario Council of French as a Second Language Consultants

Ontario Council of Regents for Colleges of Applied Arts & Technology

Ontario Council of Sikhs, *Toronto*

Ontario Cultural Society of the Deaf, *North York*

Ontario Dyslexia Association, *Ottawa*

Ontario Educational Leadership Centre, Student Leaders of Ontario, *Longford Mills*

Ontario Elementary Catholic Teachers' Association, *Brant*

Ontario Elementary Catholic Teachers' Association, Nipissing Unit

Ontario English Catholic Teachers' Association, Ottawa Unit

Ontario English Catholic Teachers' Association, North of Superior Unit/Ontario English Catholic Teachers' Association, Hornepayne-Michipicoten Unit, *Manitouawadge*

Ontario English Catholic Teachers' Association, Metropolitan Toronto Elementary Unit

Ontario English Catholic Teachers' Association, Oxford County Unit/Oxford County Roman Catholic Separate School Board, *Woodstock*

Ontario English Catholic Teachers' Association, Niagara Secondary Unit

Ontario English Catholic Teachers' Association, Windsor Elementary Unit

Ontario English Catholic Teachers' Association, Toronto Secondary Unit, Religious Affairs Committee, *Scarborough*

Ontario English Catholic Teachers' Association, Welland Unit, *Welland*

Ontario English Catholic Teachers' Association, Toronto Secondary Unit

Ontario English Catholic Teachers' Association, York Unit, *Markham*

Ontario English Catholic Teachers' Association, Stormont, Dundas & Glengarry Unit, *Cornwall*

Ontario English Catholic Teachers' Association, Windsor Secondary Unit

Ontario English Catholic Teachers' Association, Lambton Unit, *Sarnia*

Ontario English Catholic Teachers' Association, Dryden-Sioux Lookout Unit, *Sioux Lookout*

Ontario English Catholic Teachers' Association, Dufferin-Peel Elementary Unit, *Mississauga*

Ontario English Catholic Teachers' Association, Carleton Unit

Ontario English Catholic Teachers' Association, Brock Secondary Unit, *St. Catharines*

Ontario English Catholic Teachers' Association

Ontario English Catholic Teachers' Association, Dufferin-Peel, Secondary Unit

Ontario English Catholic Teachers' Association, Durham Unit/Ontario English Catholic Teachers' Association, Lanark, Leeds & Grenville Unit/ Association des enseignantes et des enseignants franco-ontariens – Comtés de Lanark, Leeds & Grenville

Ontario English Catholic Teachers' Association, Wellington Unit

Ontario English Catholic Teachers' Association, Hamilton Secondary Unit, *Hamilton*

Ontario English Catholic Teachers' Association, Frontenac-Lennox & Addington Unit, *Kingston*

Ontario English Catholic Teachers' Association, Lincoln Unit

Ontario English Catholic Teachers' Association, London-Middlesex Unit

Ontario English Catholic Teachers' Association, Sudbury Elementary Unit, *Sudbury*

Ontario English Catholic Teachers' Association, Essex Unit, *Essex*

Ontario English Catholic Teachers' Association, Sault Ste. Marie Unit, *Sault Ste. Marie*

Ontario Family Studies/Home Economic Educators' Association, *Guelph*

Ontario Federation of Home & School Associations, Inc., *Toronto*

Ontario Federation of Home & School Associations, Region 1, *Chatham* Ontario Federation of Home and School Associations, Inc., *Toronto*

Ontario Federation of Independent Schools, *Ottawa*

Ontario Federation of Labour, *Don Mills*

Ontario Federation of School Athletic Associations, *Barrie*

Ontario Federation of Symphony Orchestras, *Sudbury*

Ontario Foundation for Educator Exchanges, <i>North York</i>	Ontario Principals' Association, <i>Toronto</i>	Ontario Public School Teachers' Federation, London & Oxford County Districts	Ontario Secondary School Students' Association, Western Region
Ontario Guidance Co-ordinators' Association, <i>Mississauga</i>	Ontario Psychological Association, Section on Psychology in Education	Ontario Public School Teachers' Federation, Thunder Bay District/Ontario English Catholic Teachers' Association, Thunder Bay, Elementary Unit/Ontario English Catholic Teachers' Association, Thunder Bay District, Secondary Unit/Ontario English Catholic Teachers' Federation, Thunder Bay District/Lakehead Women Teachers' Association, <i>Thunder Bay</i>	Ontario Secondary School Students' Association, Northeastern Region
Ontario Historical Society	Ontario Public Library Association	Ontario Public School Teachers' Federation, <i>Lincoln</i>	Ontario Secondary School Students' Association, London Region
Ontario History & Social Science Teachers' Association	Ontario Public School Teachers' Federation, Hamilton District, <i>Hamilton</i>	Ontario Public School Teachers' Federation, Sault Ste. Marie District, <i>Sault Ste. Marie</i>	Ontario Secondary School Students' Association
Ontario History Consultants' Association/Ontario Geography Consultants' Association, <i>Scarborough</i>	Ontario Public School Teachers' Federation, Stormont, Dundas and Glengarry District	Ontario Public School Teachers' Federation, North Bay District	Ontario Secondary School Students' Association, Central Metro-West Region, <i>Thornhill</i>
Ontario Literacy Coalition, <i>Toronto</i>	Ontario Public School Teachers' Federation, Victoria District, <i>Lindsay</i>	Ontario Public Supervisory Officials' Association, <i>Belleville</i>	Ontario Secondary School Students' Association, Northeastern Region
Ontario March of Dimes, <i>Toronto</i>	Ontario Public School Teachers' Federation, York Region	Ontario School Board Reform Network, <i>Thornhill</i>	Ontario Secondary School Students' Association, Eastern South Region
Ontario Medical Association, Committee on Child Welfare	Ontario Public School Teachers' Federation, Peterborough District, <i>Peterborough</i>	Ontario School Counsellors' Association	Ontario Secondary School Students' Association, Eastern-South Region
Ontario Modern Language Teachers' Association, <i>Toronto</i>	Ontario Public School Teachers' Federation, North York District, <i>North York</i>	Ontario School Library Association, <i>Toronto</i>	Ontario Secondary School Teachers' Federation, District 7, Niagara South, <i>Welland</i>
Ontario Moral/Values Education Association, <i>Scarborough</i>	Ontario Public School Teachers' Federation, Ottawa District	Ontario Science Centre, <i>Don Mills</i>	Ontario Secondary School Teachers' Federation, District 8
Ontario Multi-Faith Coalition for Equity in Education, <i>Scarborough</i>	Ontario Public School Teachers' Federation, Toronto District, <i>Toronto</i>	Ontario Secondary School Principals' Council, Central Region, <i>Scarborough</i>	Ontario Secondary School Teachers' Federation, District 48 (Dufferin), <i>Orangeville</i>
Ontario Museum Association, <i>Toronto</i>	Ontario Public School Teachers' Federation, Frontenac District, <i>Kingston</i>	Ontario Secondary School Students' Association, Northeastern Region	Ontario Secondary School Teachers' Federation, District 56 (North Shore), <i>Elliot Lake</i>
Ontario Music Educators' Association, <i>Brockville</i>			
Ontario Native Women's Association, <i>Thunder Bay</i>			
Ontario Peer Helpers' Association, <i>Brockville</i>			
Ontario Physical & Health Education Association/University of Ottawa Heart Institute, <i>Nepean</i>			
Ontario Prevention Clearinghouse			

Ontario Secondary School
Teachers' Federation, District 42,
Lanark, *Smith Falls*

Ontario Secondary School
Teachers' Federation, Thunder
Bay Division

Ontario Secondary School
Teachers' Federation, Red Lake
District, *Red Lake*

Ontario Secondary School
Teachers' Federation, Nipigon-
Red Rock Division, Local 29,
Red Rock

Ontario Secondary School
Teachers' Federation, Kirkland
Lake Division of District 32,
Kirkland Lake

Ontario Secondary School
Teachers' Federation, Districts 1
& 34

Ontario Secondary School
Teachers' Federation, District 21

Ontario Secondary School
Teachers' Federation, District 10,
Professional Students' Support
Personnel

Ontario Secondary School
Teachers' Federation, District 20,
Frontenac, *Kingston*

Ontario Secondary School
Teachers' Federation, District 18,
Peterborough/Ontario
Secondary School Teachers'
Federation, District 49,
Northumberland & Newcastle/
Ontario Secondary School
Teachers' Federation, District 50,
Victoria-Haliburton

Ontario Secondary School
Teachers' Federation, District 10,
Region of Peel, *Mississauga*

Ontario Secondary School
Teachers' Federation, *Toronto*

Ontario Secondary School
Teachers' Federation

Ontario Secondary School
Teachers' Federation, District 27,
Simcoe, *Barrie*

Ontario Secondary School
Teachers' Federation, District 26

Ontario Secondary School
Teachers' Federation, District 17,
Whitby

Ontario Secondary School
Teachers' Federation,
Professional Student Services
Personnel

Ontario Secondary School
Teachers' Federation, Manitoulin
Secondary School West Bay,
Manitoulin Island

Ontario Secondary School
Teachers' Federation, District 30,
Algoma

Ontario Secondary School
Teachers' Federation, District 31,
Sudbury Ontario Secondary
School Teachers' Federation,
District 24, *Waterloo*

Ontario Secondary School
Teachers' Federation, District 5,
Brant

Ontario Secondary School
Teachers' Federation, District 51,
East York, *Toronto*

Ontario Separate School
Trustees' Association, *Toronto*

Ontario Separate School
Trustees' Association, *Toronto*

Ontario Separate School
Trustees' Association, *Toronto*

Ontario Separate Supervisory
Business Official Association

Ontario Society for Education
Through Art, *Mississauga*

Ontario Society for Education
Through Art

Ontario Teachers' Federation,
Toronto

Ontario Technical Directors'
Association, *Allanburg*

Ontario Technological Education
Co-ordinators' Council

Ontario Tourism Education
Council, Board of Directors,
Toronto

Ontario Traffic Conference
Safety & Education Committee,
Burlington

Ontario Training & Adjustment
Board

Ontario, Interministerial
Committee on Gender Equity in
Education & Training, *Toronto*

Ontario, Ministry of Citizenship,
Ontario Anti-Racism Secretariat,
Toronto

Ontario, Ministry of Culture,
Tourism & Recreation,
Recreation Division, *Toronto*

Ontario, Ministry of Culture,
Tourism & Recreation, *Toronto*

Ontario, Ministry of Education
& Training, Office of Bilingual/
Bicultural Education for Deaf
Children, *Milton*

Ontario, Planning &
Implementation Commission,
Toronto

Ontario, Workplace Health &
Safety Agency, *Toronto*

Orangeville District Secondary
School, Modern Languages &
Associates Department,
Orangeville

Organization for Quality
Education, Hastings-Prince
Edward Counties
Chapter/Sidney Township Rate-
Payers' Association

Organization for Quality
Education, Lambton County
Branch

Organization for Quality in
Education, Waterloo Chapter

Organization for Quality of
Education

Organization of Canadian
Symphony Musicians

Organization of Parents of Black
Children

Organization of Parents of Black
Children (OPBC),
Toronto Organization of Spanish-
Speaking Educators of
Ontario/Hispanic Council,
Education Committee/Spanish-
Speaking Parents' Liaison
Committee, *Toronto*

Oriole Park School, Curriculum
Committee

Orr, Carl

Orrett, Laurie
Concord

Orton, (Dr.) Maureen J., *Toronto*

Osborne, Helen, *Bancroft*

Oshawa & District Association
for Community Living,
Education Committee, *Oshawa*

Oshawa Taxpayers' Coalition,
Oshawa

Ottawa Board of Education,
Ottawa

Ottawa Board of Education
Ratepayers' Association, *Ottawa*

Ottawa Board of Education, Adult High School, Teachers, <i>Ottawa</i>	Ottawa Roman Catholic Separate School Board, <i>Ottawa</i>	Parents In Action	Peel Multicultural Council, <i>Mississauga</i>
Ottawa Board of Education, Alternative Schools Advisory Committee	Our Lady of Fatima School, Parent-Teacher Advisory Group	Parents of Project 90	Peel Physical & Health Education Heads' Association, <i>Brampton</i>
Ottawa Board of Education, Arts Advisory Committee	Our Schools/Our Selves, Editorial Board, <i>Toronto</i>	Park, Sue	Peer Power Centre, <i>London</i>
Ottawa Board of Education, Computers Helping the Instructional Program Advisory Committee, <i>Ottawa</i>	Outward Bound	Parmar, Sudha, <i>Markham</i>	Pelletier, (Dr.) J. Wick, <i>Toronto</i>
Ottawa Board of Education, Continuing Education Department, <i>Ottawa</i>	Overland Adult Learning Centre, Advisory Committee, <i>Don Mills</i>	Parry Sound High School, students, <i>Parry Sound</i>	Pelletier, Marise
Ottawa Board of Education, Joint Council of Elementary & Secondary School Advisory Committees	Owen, David, <i>Canmore</i>	Partners in Change Pilot Project	Pelletier, Natasha
Ottawa-Carleton Coalition for Literacy, <i>Ottawa</i>	Page, Irene	Partners Initiating Quality Educational Directives (PIQUED), <i>Gloucester</i>	Peninsula Association of Supervisory Music Personnel, <i>Simcoe</i>
Ottawa-Carleton ESL Support Coalition, <i>Ottawa</i>	Pai, Dinesh, <i>Kanata</i>	Partnership in Education Program	Pentney, Ian, <i>Thunder Bay</i>
Ottawa-Carleton Immigrant Services Organization, <i>Ottawa</i>	Palestine House, <i>Mississauga</i>	Patel, Shetal, <i>Markham</i>	People Working for a Positive Future, <i>Toronto</i>
Ottawa-Carleton Inner-City Education Association, <i>Ottawa</i>	Palmer, B. A., <i>Sarnia</i>	Patel, Vinodchandra J., <i>Mississauga</i>	Pepper, Lianne/Grant, Jonathan, <i>Newmarket</i>
Ottawa-Carleton Learning Foundation, <i>Kanata</i>	Panar, (Dr.) Joshua, <i>North York</i>	Paterson, Josh/Clermont, Gabrielle/Barthel, Katharine	Percy, John R., <i>Mississauga</i>
Ottawa-Carleton School Day Nursery Inc., <i>Ottawa</i>	Panel on Learning (Shaw Cable TV), <i>St. Thomas</i>	Pathansen, Helen	Perdue, Dorothy, <i>Indian River</i>
Ottawa Christian School Association, <i>Ottawa</i>	Pangle, Lorraine Smith, <i>Toronto</i>	Pathyil, Joseph, <i>Mississauga</i>	Performing Arts Organization Network for Education (PAONE)
Ottawa Elementary Principals' Association, <i>Ottawa</i>	Pankiw, Olga, <i>Etobicoke</i>	Patterson, John W., <i>Ottawa</i>	Performing Arts Organization Network for Education (PAONE), <i>Stratford</i>
Ottawa ESL Community, <i>Ottawa</i>	Pape Adolescent Resource Centre	Patterson, Renton H., <i>Pembroke</i>	Periwiggle Project, <i>North York</i>
Ottawa Roman Catholic Separate School Board, Parent Advisory Committee, <i>Ottawa</i>	Papineau, L./St. Cyr, Paul/Bordeleau, André	Paul, (Sister) M. Catherine, <i>Sault Ste. Marie</i>	Perkovich, John, <i>Burlington</i>
	Parents & Citizens for Christian Education, <i>Simcoe</i>	Pawliszyn, Barbara	Perras, Raymond R., <i>Orléans</i>
	Parents Against Teachers' Strikes (P.A.T.S.), <i>Sarnia</i>	Pawlowski, Carol, <i>North Bay</i>	Perry, Phyllis, <i>Nepean</i>
	Parents Against Violence	Payne, D. H., <i>Markham</i>	Personnel de l'école Frere Andre
	Parents Assisting Students to Succeed (PASS), <i>Burlington</i>	Payne, Stephen C.	Personnel in Positions of Additional Responsibility for the Fort Frances-Rainy River Board of Education/Positions of Added Responsibility Association, <i>Fort Frances</i>
	Parents, Families & Friends of Lesbians & Gays (P-FLAG)	Peace, Donna/Peace, Walter	Perth County Board of Education, <i>Stratford</i>
	Parents for a Christian Public School, <i>Waterloo</i>	Peel Board of Education, <i>Mississauga</i>	
	Parents Improving Education in Peel, <i>Brampton</i>	Peel Educators' Association	
	Parents in Action, <i>Newmarket</i>	Peel Family Studies' Association, <i>Mississauga</i>	

Perth Women Teachers' Association, <i>Stratford</i>	Pitman, Connie	Prescott-Russell County Board of Education, English Language Section/Conseil de l'éducation de Prescott-Russell, Section de langue française Hawkesbury	Provincial Alliance for the Education-Work Connections (EWC) Project, <i>Toronto</i>
Peter, Daniel	Pitulko, Katherine, <i>Windsor</i>	Prescott-Russell County Roman Catholic English-Language Separate School Board Rockland	Provincial Council of Women of Ontario, <i>London</i>
Peterborough County Board of Education	Pizze, Kathryn, <i>Haliburton</i>	Prescott-Russell Reading Program, <i>Vankleek Hill</i>	Pupo, Sam, <i>Woodbridge</i>
Peterborough County Board of Education, Family Studies Subject Council, <i>Peterborough</i>	Planned Parenthood of Toronto, <i>Toronto</i>	Prescott-Russell Women Teachers' Association	Purchase, (Dr.) John E., <i>Bracebridge</i>
Peterborough County-City Health Unit, <i>Peterborough</i>	Planned Parenthood Ontario, <i>Toronto</i>	Presswalla, Shaila, <i>Toronto</i>	Putkowski, Sharon, <i>Brantford</i>
Peterborough County Women Teachers' Association/Victoria County Women Teachers' Association	Plover Mills Home & School Association, <i>Thorndale</i>	Prince Edward County Board of Education	Quality Daily Physical Education Committee of Scarborough, <i>Scarborough</i>
Peterborough County Women Teachers' Association	Plumley, K. D., <i>Sarnia</i>	Prince, Stephen Lawrence, <i>Toronto</i>	Quality Education Network, <i>Richmond Hill</i>
Peterborough County Women Teachers' Association	Poirier, Catherine, <i>Windsor</i>	Pringle, Bruce/Pringle, Joyce, <i>Oxford Station</i>	Quality Education Network of Peel, <i>Brampton</i>
Peterborough County Women Teachers' Association	Poirier, E. André, <i>Guelph</i>	Pritchard, Eric, <i>Hamilton</i>	Queen's University, <i>Kingston</i>
Peterborough County Women Teachers' Association	Pokonzie, Edward/Pokonzie, Paulette Integration Action Group, Sudbury Chapter	Professional Engineers Ontario	Queen's University, Faculty of Education, Student Teacher Educational Plan (STEP)
Peterborough County Women Teachers' Association	Pokorny, Amy, <i>Perth</i>	Professional Engineers Ontario, Niagara Chapter, <i>Thorold</i>	Queen's University, Faculty of Education, Principals' Course students
Peterborough County Women Teachers' Association	Police Community Advisory Committee	Professional Engineers Ontario, North Bay Chapter	Quinet, Félix, <i>Ottawa</i>
Peterborough County Women Teachers' Association	Pollard, Dave, <i>Agincourt</i>	Professional Engineers Ontario, Timiskaming Chapter	Quinlan, Stephen E., <i>North York</i>
Peterborough County Women Teachers' Association	Pongray, Michael	Professional Student Services Personnel, North York Board of Education, Ontario Secondary School Teachers' Federation, District #13, <i>North York</i>	Quinte-St. Lawrence Local Apprenticeship Committee for the Electrical Trade, <i>Kingston</i>
Peterborough County Women Teachers' Association	Porco, Nancy	Program Council East, <i>Marathon</i>	R. Samuel McLaughlin Centre for Gerontological Health Research, Faculty of Health Sciences, McMaster University, <i>Hamilton</i>
Peterborough County Women Teachers' Association	Portengen, Michael/Crate, Kari/Pulla, Siomonn	Project 2000 Committee of Victoria County, <i>Lindsay</i>	R. D. Scott, <i>Richmond Hill</i>
Peterborough County Women Teachers' Association	Porter, Ruth, <i>Port Hope</i>	Project Hope, <i>St. Catharines</i>	R. H. King Academy, students, <i>Scarborough</i>
Peterborough County Women Teachers' Association	Portuguese-Canadian National Congress	Pronger, R. C., <i>Essex</i>	
Peterborough County Women Teachers' Association	Postma, John F., <i>Spencerville</i>		
Peterborough County Women Teachers' Association	Potok, Dave		
Peterborough County Women Teachers' Association	Potvin, Bernard A.		
Peterborough County Women Teachers' Association	Pratt, David, <i>Kingston</i>		
Peterborough County Women Teachers' Association	Prendergast, Stephen, <i>London</i>		
Peterborough County Women Teachers' Association	Prentice, Debbie, <i>Brampton</i>		
Peterborough County Women Teachers' Association	Presbyterian Church in Canada, Inter-Synod Committee on Private & Public Education in Ontario, <i>Puslinch</i>		

Rachlis, (Dr.) Lorne M., <i>Ottawa</i>	Regina Street Public School, Parent Advisory, <i>Ottawa</i>	Réseau des femmes du Sud de l'Ontario, Comité d'intervention de la région de York, <i>Richmond Hill</i>	Rodd, Catherine, <i>Toronto</i>
Racine, Lorraine/Racine, Annick, <i>Embrun</i>	Regional Multicultural Youth Council, <i>Thunder Bay</i>	Réseau ontarien des services de garde francophones, <i>Mississauga</i>	Rodd, Jane, <i>Guelph</i>
Radcliffe, (Dr.) John G., <i>Toronto</i>	Regional Municipality of Hamilton-Wentworth, Department of Public Health Services, <i>Hamilton</i>	Reynolds, John P.	Rogerson, Pat, <i>Sudbury</i>
Raes, Ron/Raes, Deborah, <i>Sarnia</i>	Regiopolis/Notre-Dame Catholic High School, parents & friends, <i>Kingston</i>	Reynolds, Sadie M., <i>Belleville</i>	Rolph Road Elementary School, Home & School Association
Raging Independent Student Educational Group (RISE)	Registered Nurses' Association of Ontario	Rhody, Brian, <i>Kincardine</i>	Romain, Andrew, <i>Ottawa</i>
Rajsic, Susan, <i>Orillia</i>	Regroupement des associations de parents des écoles publiques d'Ottawa-Carleton	Richard, Tina/Belanger, David	Roodnick, Brian
Ramsay, David	Regroupement des groupes francophones d'alphabétisation populaire de l'Ontario	Richmond Hill Chamber of Commerce	Roos-Broderick, Gisela/Broderick, Bill, <i>Shannonville</i>
Randon, Gaida K., <i>Toronto</i>	Rehoboth Reformed School Society at Norwich	Rickard, June, <i>Belleville</i>	Roper, Dawn
Rands, Joy, <i>Napanee</i>	Reichman, Karl H., <i>Brechin</i>	Rideau District High School, School Committee, <i>Elgin</i>	Rose, Carl T., <i>Thunder Bay</i>
Raphael, (Dr.) Dennis, <i>Toronto</i>	Reidel, (Dr.) G., <i>Ottawa</i>	Rideau Public School, Parent's Advisory Council, <i>Kingston</i>	Rose, Clyde, <i>St. John's</i>
Rapp, (Dr.) Doris J., <i>Buffalo</i>	Reimer, Mark, <i>Kitchener</i>	Rideau Valley Home Educators' Association	Rose, Fraser D., <i>Trenton</i>
Rasenberg, Chris, <i>Cloyne</i>	Reinsborough, Arleen, <i>Oakville</i>	Riley, Helen, <i>Toronto</i>	Rosen, JoAnne, <i>Uxbridge</i>
Rasmussen, Anita, <i>London</i>	Reiss, Evelyn, <i>Thornhill</i>	Rimmer, Alan	Rothwell-Osnabruck District High School, staff, <i>Ingleside</i>
Rasokas, Peter, <i>Simcoe</i>	Renfrew County Board of Education, <i>Pembroke</i>	Ritondo, Edward, <i>Fonthill</i>	Rotino, Lucien, <i>Woodbridge</i>
Rassemblement pour l'éducation publique en français, <i>Ottawa</i>	Renfrew County Board of Education, Curriculum Department	Rivers, Dustin	Roulet, R. Geoffrey, <i>Kingston</i>
Raston, H. A., <i>Toronto</i>	Renfrew County Roman Catholic Separate School Board	Rizvi, Acia, <i>Markham</i>	Rowe, Roger, <i>Toronto</i>
Rathan, David, <i>Scarborough</i>	Repetski, Michael	Rizzo, Ryan	Rowland, Jan
Rawcliffe, David P., <i>Thornhill</i>	Réseau de formation et de programmation du Nord-Est, <i>North Bay</i>	Robb, Brian, <i>Sheffield</i>	Rowlands, (Mayor) June, <i>Toronto</i>
Rawls, Don, <i>Wingham</i>		Robb, Kenneth D., <i>Fonthill</i>	Roy, Patty, <i>Kakabeka Falls</i>
Ray, (Dr.) Ajit Kumar, <i>Gloucester</i>		Robert E. Wilson Public School, staff	Royal Astronomical Society of Canada, <i>Toronto</i>
Raymond, Mary P., <i>Etobicoke</i>		Robineau-Rank, Gaëtane, <i>Sudbury</i>	Royal Commonwealth Society, Toronto Branch, Youth & Education Committee, <i>Islington</i>
Rayner, E., <i>Brampton</i>		Robinson, Paul, <i>Toronto</i>	Royal Military College of Canada, <i>Kingston</i>
REAL Women of Durham, <i>Oshawa</i>		Rockland Home & School Association, <i>Rockland</i>	Rozeluk, Sharon
Red Lake Board of Education, <i>Red Lake</i>		Rockwood, Dorothy S., <i>Brampton</i>	Rudolph, Katja
Red Lake Indian Friendship Centre, <i>Red Lake</i>			Russell, Jesse
Reddam, Ronald J., <i>Essex</i>			Russell, Kathleen, <i>Sault Ste. Marie</i>
Redeemer College, <i>Ancaster</i>			
Reeve, Jill, <i>Don Mills</i>			

Russell, Kathleen A., <i>Sault Ste. Marie</i>	Saraga, Helene/Saraga, Mair, <i>Mississauga</i>	Scarborough Board of Education, Department Heads of History & Contemporary Studies, <i>Scarborough</i>	Science & Technology in Education Alliance Etobicoke Science Co-ordinators' & Consultants' Association of Ontario
Russell, Ruth, <i>Kitchener</i>	Sault College of Applied Arts & Technology, Special Needs Office	Scarborough Board of Education, Partners in Leadership Council	Science Teachers' Association of Ontario
Rutherford, Natalie, <i>Vankleek Hill</i>	Sault Ste. Marie Board of Education, Secondary School Core French Teachers Languages' Subject Committee, <i>Sault Ste. Marie</i>	Scarborough Board of Education, Secondary School Principals' Association	Scott, D. Lynn, <i>Dunrobin</i>
Ruuska, Kay, <i>Brantford</i>	Sault Ste. Marie Board of Education, Co-operative Education Program, <i>Sault Ste. Marie</i>	Scarborough Board of Education, Supervisory Officers' Association	Scott, Josie, <i>Ottawa</i>
Ryan, Ellen B., <i>Hamilton</i>	Sault Ste. Marie Board of Education, Special Education Advisory Committee, <i>Sault Ste. Marie</i>	Scarborough Centre for Alternative Studies	Scott, Ray, <i>Alliston</i>
Ryan, Tom	Sault Ste. Marie Board of Education	Scarborough Ellesmere Community Meeting/David Warner, <i>Toronto</i>	Scott, Walter, <i>Cambridge</i>
Ryerson Polytechnic University, Dept. of Continuing Education, Program in Intergenerational Education, <i>Toronto</i> Ryerson Polytechnic University, School of Early Childhood Education, <i>Toronto</i>	Sault Ste. Marie Chamber of Commerce, <i>Sault Ste. Marie</i>	Scarborough Needs Accountable Politicians (S.N.A.P.)	Seaway Arts Council, <i>Cornwall</i>
Saari, Eunice	Sault Ste. Marie District Roman Catholic Separate School Board, <i>Sault Ste. Marie</i>	Scarborough Secondary Schools' Athletic Association, <i>Agincourt</i>	Sebenas, Ron
Saarimaki, Peter, <i>Scarborough</i>	Sault Ste. Marie Public School Principals' Association	Scarborough Village Public School, Parent Group	Seedannee, Hilda/Yanez, Giselle
Sabourin, Dominique/Waito, Marc	Sault Ste. Marie Women Teachers' Association, <i>Sault Ste. Marie</i>	Scarborough Women Teachers' Association, <i>Scarborough</i>	Seepersad, Rohan, <i>Markham</i>
Sacher, Rodney/Sacher, Marianne (and family)	Saunders, D.	Scarborough Geography Heads Association, <i>Scarborough</i>	Segal, Dorothy, <i>Stouffville</i>
Safe School Task Force, <i>Toronto</i>	Saunders Secondary School, Advisory Committee	Scase, (Mrs.) Irene, <i>Sharon</i>	Seigel, Carl, <i>Thunder Bay</i>
Sagastizado, Xiomara	Savory, Kathleen, <i>Toronto</i>	Schiff, Allan, <i>Toronto</i>	Self-Directed Studies Literacy Program
Sage, Margaret	Sawdon, Brian	Schinkel, Lori, <i>Caledon</i>	Shalaby, Kamal S., <i>Toronto</i>
Saint Clare of Assisi School, <i>Stoney Creek</i>	Saxby, Gregory	Schmalz, Kathleen, <i>Guelph</i>	Shanlin, Norman T., <i>Orleans</i>
Saint Patrick Catholic Secondary School, Parent-Teacher Association, <i>Toronto</i>	Scahill, Diana, <i>Oshawa</i>	Schmidt, Royal D./Schmidt, Joyce, <i>Scarborough</i>	Shapton, Robert, <i>Caledon</i>
Salazar, Felix M., <i>Rexdale</i>	Scarborough Black Educators	Schneider, Vicky, <i>Wingham</i>	Sharen, Robert M., <i>Grand Bend</i>
Sanders, Therese		Scholtz, (Mr. & Mrs.) Matthew, <i>Tillsonburg</i>	Sharpe, Karen, <i>Collingwood</i>
Sanderson, Christine, <i>Gorrie</i>		School Board Sector Working Group	Shaw, (Dr.) Paul L., <i>Oakville</i>
Sanderson, Joan			Shaw Festival Theatre Foundation
Sands, Gary/Boyle, Julie/Angevine-Sands, Nancy			Niagara-on-the-Lake
Sandy Lake Education Authority/Thomas Fiddler Memorial School, <i>Sandy Lake</i>			Shaw, Gretchen, <i>Ottawa</i>
			Shaw, Steven
			Shay, Jean, <i>Ottawa</i>
			Sheffield Area Bussing Committee
			Shepard, Beverly, <i>Ancaster</i>
			Sheppard, Linda, <i>Toronto</i>
			Sheprak, Sam, <i>Harrow</i>

Sheridan College of Applied Arts & Technology, <i>Oakville</i>	Sitch, Bert, <i>Kakabeka Falls</i>	Société internationale du Programme de Diminution des Tensions Inc., <i>Longueuil</i>	St. Anthony's Catholic School, Education Community, <i>Chalk River</i>
Sheridan College of Applied Arts & Technology, Brampton Campus, Critical Thinking and Problem Solving (TKP 1100) students, <i>Ancaster</i>	Skeoch, Alan, <i>Mississauga</i>	Somers-Beebe, Maureen	St. Casimir's Catholic School, Parent-Teachers' Association, <i>Round Lake</i>
Sheridan, Dr. Stephen/Sheridan, Ellie, <i>Toronto</i>	Skillen, Ruth	Somerville, (Mrs.) J. E., <i>Hamilton</i>	St. Catharines Association for Community Living
Sherkin, Loni, <i>Thornhill</i>	Skrypuch, Marsha, <i>Brantford</i>	Sorab, Mehru, <i>Thornhill</i>	St. Clair College of Applied Arts & Technology
Shields, John, <i>Ottawa</i>	Slavin, A. J., <i>Peterborough</i>	Sorel, Gerry	St. Germain, Kathleen, <i>Stadbury</i>
Shilhan, Caroline	Sly, William H., <i>Arnprior</i>	South Asian Teachers' Organization	St. James School, <i>Eganville</i>
Short, Sandra, <i>Orleans</i>	Small, George (Jr.)	South Central Ontario International Languages Administrators, Elementary (SCOILA)	St. James School, Parent Advisory Council, <i>Windsor</i>
Shortt, Ken	Smaldon, John L., <i>Elmira</i>	South Grenville District High School, Parent Advisory Committee, <i>Prescott</i>	St. Jean de Brebeuf Secondary School, Parents' Association
Shuster, Judy	Smedick, (Dr.) Lois	Southgate, J. Robin, <i>Wallaceburg</i>	St. Jerome School, Parent Education Committee/St. Jerome School, Student Council
Sim, Herman, <i>Markham</i>	Smeen, Brian P., <i>Toronto</i>	Spade, Lizabelle, <i>Sioux Lookout</i>	St. John Catholic High School, étudiant(e)s de FLS, <i>Perth</i>
Simcoe County Board of Education, Special Education Advisory Committee, <i>Midhurst</i>	Smith, A. Bruce, <i>Mississauga</i>	Spaling, Harry/Spaling, Trudy, <i>Drayton</i>	St. John, Richard
Simcoe County Roman Catholic Separate School Board, <i>Barrie</i>	Smith, Barbara J./Fawcett, Don, <i>Toronto</i>	Sparks, Louise, <i>Fort Erie</i>	St. John, Richard/Whittaker, Bette-Jean
Simcoe County Roman Catholic Separate School Board, Special Education Advisory Committee, <i>Barrie</i>	Smith, Bryan T., <i>Woodstock</i>	Special Interest Group for Telecommunications, <i>Toronto</i>	St. Joseph's Elementary School
Simcoe County Women Teachers' Association, <i>Barrie</i>	Smith, Doug, <i>Kitchener</i>	Spence, David W./Spence, Pamela D., <i>Pickering</i>	St. Joseph's School, Catholic Parent-Teacher Association, <i>Grimsby</i>
Simner, Marvin L., <i>London</i>	Smith, E. Suzanne, <i>Kingston</i>	Spiller, (Dr.) Aidan E., <i>London</i>	St. Lawrence College of Applied Arts & Technology, Board of Governors
Simonsen, Peter, <i>Ajax</i>	Smith, Grange, <i>Toronto</i>	Spina Bifida & Hydrocephalus Association of Ontario, <i>Toronto</i>	St. Lawrence High School, Student Council
Simpson, Olive M., <i>Lucan</i>	Smith, Howard A., <i>Kingston</i>	Sri Guru Singh Sabha Canada (Malton), <i>Mississauga</i>	St. Leonard Catholic School, <i>Brampton</i>
Sims, D., <i>Dalkeith</i>	Smith, J. S. H., <i>Ennismore</i>	Strigley, Len, <i>Scarborough</i>	St. Louis, Ron
Singh, Himani, <i>Thornhill</i>	Smith, Jennifer L., <i>Toronto</i>	St-Jean, Daniel, <i>Hanmer</i>	St. Luke Elementary School, Parent Teacher Committee
Sionov, Roshel	Smith, Larry H. S./Smith, Delores, <i>Barrie</i>	St. Jean de Brébeuf School, students	St. Luke Separate School, School Association
Sir Adam Beck Junior School, Home & School Association, <i>Etobicoke</i>	Smith, Philip J. Powel, <i>Ottawa</i>	St-Laurent, Mouna, <i>Orléans</i>	
Sir Sandford Fleming College of Applied Arts & Technology, <i>Peterborough</i>	Smylie, Erin	St. Aloysius School, Parent Advisory Council, <i>Stratford</i>	
	Smyth, Joseph, <i>St. Catharines</i>		
	Snyder, (Dr.) Donna		
	Snyder, Helen, <i>Cambridge</i>		
	Snyder, Helen M., <i>Cambridge</i>		
	Soady-Easton, H., <i>North York</i>		
	Sobchuk, Hélène, <i>Iroquois Falls</i>		
	Socha, H. Norman, <i>Waterloo</i>		
	Social Planning Council of Niagara Falls, Junior Social Planning Council, <i>Niagara Falls</i>		

St. Martin of Tours Separate School, <i>Whitney</i>	Steele, James, <i>Ottawa</i>	Straight Stitching Productions, <i>Toronto</i>	Sumner, Judy A.
St. Mary's/St. Thomas More School, Parent-Teacher Association, <i>West Lorne</i>	Stein, J. A., <i>Caledon East</i>	Straight Talk Program, <i>Kingston</i>	Superannuated Teachers of Ontario, District 23, <i>North York</i>
St. Michael's College School	Stephens, Ronald, <i>Windsor</i>	Strathroy & Area Association for Community Living, <i>Strathroy</i>	Superintendents' Curriculum Co-operative, <i>Toronto</i>
St. Norbert Separate School, Parent-Teacher Association, <i>North York</i>	Sterback, David, <i>Toronto</i>	Struyk, Christine Wesley	Sussmann, Margaret
St. Patrick's Catholic Secondary School, students, <i>Toronto</i>	Stevanus, Linda/Stevanus, Dale, <i>Waterloo</i>	Sts. Martha & Mary School, Parents' Education Committee, Subcommittee/Sts. Martha & Mary School, staff, <i>Mississauga</i>	Sutherland, Ian, <i>Sarnia</i>
St. Paul's Secondary School, students	Stevens, Carol Lyn	Stuart, Winnie, <i>Goderich</i>	Sutherland, Jamie/Morrison, <i>Blair</i>
St. Peter Canisius School Community	Stevenson, Howie	Student School, <i>Toronto</i>	Sutton, Elizabeth, <i>Brights Grove</i>
St. Peter School Community	Stewart, Catherine	Students' Commission, <i>Sarnia</i>	Swainson, Judy, <i>Milton</i>
St. Peter's Secondary School, étudiant(e)s d'un cours d'immersion de compétence médiatique (FME 3AF), <i>Peterborough</i>	Stewart, Cheryl, <i>Bolton</i>	The Students' Commission, <i>Sarnia</i>	Swan, Paul/Latham, Bill, <i>Dorchester</i>
St. Richard School, Committee on Learning, <i>Mississauga</i>	Stidsen, Catherine Berry, <i>Cayuga</i>	Stutt, Tim	Swayze, Maret Liivamae, <i>Gloucester</i>
St. Sebastien Separate School, Catholic Parent Teacher Association, <i>Toronto</i>	Stinson, Jeffery, <i>Toronto</i>	Sudbury & District Chamber of Commerce	Sweeney, Brian, <i>Peterborough</i>
St. Stephen's Youth Employment Counselling Centre, Staff, <i>Toronto</i>	Stirtzinger, (Dr.) Ruth, <i>Toronto</i>	Sudbury & District Health Unit, Physical Activity Planning Committee, <i>Sudbury</i>	Switzer, C.
Stack, David, <i>Arthur</i>	Stocker, Maureen, <i>Toronto</i>	Sudbury & District Labour Council, <i>Sudbury</i>	Sylvan Learning Systems Columbia
Staff Officials' Association of North York, <i>Willowdale</i>	Stokman, Marjorie/Stokman, Tony, <i>Guelph</i>	Sudbury Board of Education, <i>Sudbury</i>	Syme, Gail
Stafford, Joe	Stone, Nancy, <i>Thorold</i>	Sudbury Board of Education, Adult Learning Centre	Table féministe francophone de concertation provinciale
Stamford Collegiate Institute	Stoney Creek Adult High School & Learning Centre, students, <i>Ancaster</i>	Sudbury District Roman Catholic Separate School Board, English Language Section, <i>Sudbury</i>	Talan, Vesna, <i>Oakville</i>
Stange, Ursula, <i>North Bay</i>	Stormont, Dundas & Glengarry Board of Education	Sudbury Multicultural/Folk Arts Association	Tarc, Andy
Staples, Richard	Stormont, Dundas & Glengarry Board of Education, Secondary Principals' Association	Sudbury Women Teachers' Association, <i>Sudbury</i>	Tate, Fay, <i>Northbrook</i>
Starr, (Dr.) Sandra, <i>Puslinch</i>	Stormont, Dundas & Glengarry Industry-Education Council, Educational Opportunities Committee	Sullivan, Edmund, <i>Toronto</i>	Taxpayers' Coalition Niagara
Starzacher, Kathleen, <i>Belle River</i>	Stott, Laurence, <i>Unionville</i>	Summitview Public School, Parent-Staff Association	Tayler, Felicity, <i>Toronto</i>
	Stover, Garry, <i>Ingleside</i>		Taylor, (Dr.) Larry J., <i>Orleans</i>
	Stradiotto, John D., <i>Atikokan</i>		Taylor, Cate/Prue, Kathy, <i>Kingston</i>
			Taylor, Cynthia, <i>Hamilton</i>
			Taylor, Florence, <i>Jordan Station</i>
			Taylor, Frank, <i>Everett</i>
			Taylor, John H., <i>Ottawa</i>
			Taylor, Mary, <i>Lambeth</i>

Taylor, Peter, <i>Pickering</i>	Thomas A. Stewart Secondary School, Student Council/ Crestwood Secondary School, Student Council/St. Peter's Secondary School, Student Council/Kenner Collegiate & Vocational Institute, Student Council/Adam Scott Collegiate & Vocational Institute, Student Council	Thunder Bay Immigrant & Visible Minority Women's Organization, <i>Thunder Bay</i>	Toivonen, Nicole/Longworth, Jocelyn/Newell, Chris/Goode, Kevin/Jarvis, Stephanie/Keenan, Steve/Hie, Ryan/Newton, Dave
Teachers & Parents at Elgin		Thunder Bay Symphony Orchestra	Tomaszewski, Kathy, <i>London</i>
Teachers Affiliated with the Speech & Drama Programme of Trinity College, <i>London, England</i>		Tilk, Olga	Toprak, Sema, <i>Etobicoke</i>
Teachers' Federation of Carleton		Tillsonburg & District Association for Community Living, Children's Support Services Committee, <i>Tillsonburg</i>	Toronto Area Library/Media Coordinators' & Consultants' Association, <i>Whitby</i>
Technological Education Liaison Group		Tilson, David	Toronto Arts Council, <i>Toronto</i>
Teens Educating Against & Confronting Homophobia (TEACH), <i>Toronto</i>	Thomas, B./Thomas, E. <i>Agincourt</i>	Tilson, Herbert, <i>Mississauga</i>	Toronto Attention Deficit Disorder (ADD) Parent Support Group, Steering Committee, <i>Toronto</i>
Teitel, Murray I., <i>Toronto</i>	Thomas, Camille	Timiskaming Board of Education, <i>New Liskeard</i>	Toronto Board of Education, Parents' Environmental Action Group, <i>Toronto</i>
Teloka, Elaine, <i>Lindsay</i>	Thomas, Lewis L. <i>Downsview</i>	Timmins Board of Education	Toronto Council of Teachers of English/Association of Secondary School Special Education Teachers for Toronto, <i>Toronto</i>
TESL Ontario, <i>Toronto</i>	Thomas, M. A., <i>Toronto</i>	Timmins Board of Education, Special Education Department, <i>Timmins</i>	Toronto Educator Group, <i>Toronto</i>
Teuwen, Robert	Thompson, John C. W., <i>Toronto</i>	Timmins District Roman Catholic Separate School Board, students/Conseil des écoles séparées catholiques du district de Timmins, étudiants	Toronto Secondary School Principals' Association/Toronto Public School Principals' Association/Toronto Secondary School Vice-Principals' Association, <i>Toronto</i>
Tew, Gina, <i>King Kirkland</i>	Thompson, Kenneth S., <i>Sooke</i>	Timmins Learning Centre, <i>Timmins</i>	Toronto Supervisory Officers Association, <i>Toronto</i>
TG Magazine, <i>Toronto</i>	Thompson, M. H./Thompson, W. T., <i>Kingston</i>	Timmins Native Friendship Centre	Town of Haldimand Public Libraries Board, <i>Cayuga</i>
Thain, (Dr.) Mary E.	Thompson, Melissa, <i>Markham</i>	Timmins Public Library Board, <i>Timmins</i>	Township of Johnson
Thakur, Reena, <i>Markham</i>	Thompson, R.	Tissot, Georges, <i>Ottawa</i>	Township of Plummer
Thames Secondary School, staff, <i>London</i>	Thompson, W. G. B.	Tobin, Barbara, <i>Kemptville</i>	Tran, Dien N., <i>London</i>
Thatcher, Joan, <i>Chatham</i>	Thomson, Edith E., <i>Wasaga Beach</i>	Todd-Deschamps, Shirley Kars	Tremeer, Don, <i>Seaforth</i>
The Royal Conservatory of Music/The RCM Pedagogy Institute, <i>Toronto</i>	Thornhill Secondary School, Community Liaison Group, <i>Thornhill</i>	Toffanello, Paul J., <i>South Porcupine</i>	Trent Valley Literacy Association
Théâtre Action, Table sectorielle du théâtre en milieu scolaire, <i>Vanier</i>	Thunder Bay & District Injured Workers' Support Group		
Thomas A. Stewart Secondary School	Thunder Bay Chamber of Commerce		
	Thunder Bay Christian School Society, <i>Thunder Bay</i>		
	Thunder Bay Co-ordinating Committee on Family Violence		
	Thunder Bay Council on Positive Aging, Educational/Intergenerational Committee, <i>Thunder Bay</i>		

Trevason, Lisa/Catalluzzo, Leena	Université Laurentienne, École des sciences de l'éducation	University of Windsor, Faculty of Education, Course 207 students	Victoria County Association for Community Living, <i>Lindsay</i>
Trillium School, Partners in Education, <i>Milton</i>	University of Ottawa, Computer Science Department, Education Committee, <i>Ottawa</i>	University of Windsor, Faculty of Education, Committee for Response to the Royal Commission, <i>Windsor</i>	Victoria County Board of Education, <i>Lindsay</i>
Trumble, Clara Ellen, <i>Sarnia</i>	University of Ottawa, Faculty of Education, students	Upper Canada College, <i>Toronto</i>	Victoria County Board of Education, Teacher-Librarians' Association, <i>Lindsay</i>
Tsang-Fahey, Sarah Y. W., <i>North York</i>	University of Ottawa, Faculty of Arts, Ad Hoc Committee, <i>Ottawa</i>	Urban Alliance on Race Relations, Education Committee	Viewmount Christian Academy
Tuplin, Linda, <i>Holland Landing</i>	University of Ottawa, Women's Studies Programme	Usselman, Trixie, Ailsa Craig	Villa Nova Parent Advisory Committee
Turcotte, Pascale/Carrière, <i>Antoine</i>	University of Toronto Schools, <i>Toronto</i>	Utilities Training Directors' Group	Villanova, Marcello
Turcotte, Pascale/Laporte, Matthieu/Carrière, <i>Antoine</i>	University of Toronto Schools, Parents' Association, <i>Toronto</i>	Vachon, Roseanna, <i>Pontypool</i>	VOICE for Hearing Impaired Children, <i>Toronto</i>
Twin, Jim/Manitowabi, Shannon	University of Toronto, Continuing Education students (Design & Technology, Part II)	Vaillancourt, Daniel/Marion, Jean-Luc	VOICE for Hearing Impaired Children, Ottawa Chapter, <i>Ottawa</i>
Twose, M., <i>Toronto</i>	University of Toronto, Faculty of Education with the Future Teachers' Club, <i>Toronto</i>	Vallinga, Roy	Voll, Constance, <i>Kitchener</i>
Tyson, Margaret, <i>Ottawa</i>	University of Toronto, Faculty of Nursing, Undergraduate Admissions Committee, <i>Toronto</i>	Vandermeulen, Catherine	von Bezold, Ernest
Ubriaco, Rita, <i>Thunder Bay</i>	University of Toronto, Faculty of Education, Institute of Child Study, <i>Toronto</i>	Van Dyke, (Mrs.) L., <i>Brockville</i>	Vreeswijk, (Mr. & Mrs.) John, <i>Prescott</i>
Ulrichsen, (Dr.) B. J., <i>Copper Cliff</i>	University of Toronto, Faculty of Education	Van Loon, James, <i>Mississauga</i>	Waddell, Don
Union of Ontario Indians	University of Toronto, Faculty of Library & Information Science, <i>Toronto</i>	Van Vliet, Joanne, <i>Queenston</i>	Wagamese, Charles/Wagamese, Lori
Unionville High School, Arts York Parents' Advisory Committee Study Group	University of Toronto, Faculty of Education, Course 3161, Section 52 & 72 students, <i>Toronto</i>	Vanden Hoven, John M.	Wagner, (Dr.) Jim, <i>St. Catharines</i>
Unionville Ratepayers' Association, <i>Unionville</i>	University of Western Ontario	VandenAkker, Julie/ VandenAkker, John, <i>Napanee</i>	Wahsa Distance Education Centre
United Church of Canada, Co-ordinating Committee of Ontario Conferences, <i>Downsview</i>	University of Western Ontario, Centre for Activity & Ageing, <i>London</i>	Vandenbergh, Maureen, <i>Tillsonburg</i>	Waite, Andrew/Waite, Cheryl, <i>Kitchener</i>
United Church of Canada, North Bay Presbytery, Church and Society Subcommittee, <i>Callander</i>		Vanderwagen, Joell, <i>Toronto</i>	Waksman-Cooper, Mary, <i>Toronto</i>
United Colours of Merivale		Vanderwolf, (Dr.) Case H., <i>London</i>	Walke, Kimberly
United Way of Greater Toronto		Vanderwyst, Alba, <i>Etobicoke</i>	Walker, Deborah Ann, <i>North Bay</i>
Université d'Ottawa, Faculté d'éducation, étudiants et les étudiantes en Formation initiale		Vangilst, Katrina	Walker, Glenn A., <i>Welland</i>
Université d'Ottawa, Faculté des sciences de la santé, <i>Ottawa</i>		Vayda, Elaine J.	Wall, Byron E., <i>Toronto</i>
Université Laurentienne, Centre d'éducation permanente		Venner, A. K., <i>Unionville</i>	Wall, Sarah, <i>Markham</i>
		Vernon, (Dr.) Foster, <i>Beamsville</i>	Walsh, Anne, <i>Windsor</i>
		Vice, Claire, <i>Ancaster</i>	Walter & Duncan Charitable Foundation, <i>Toronto</i>
		Vickers, Colin, <i>Ingleside</i>	

Wand, David, <i>Toronto</i>	Waters, Allan G., <i>Toronto</i>	Wellington County Board of Education, Race Relations Committee, <i>Guelph</i>	Wight, Steve, <i>Perth</i>
Wansbrough, M. B., <i>Hamilton</i>	Watson-Bonsall, Mary-Anne, <i>Port Elgin</i>	Wellington County Board of Education, Professional Student Services personnel, <i>Guelph</i>	Wightman, Mary Jean, <i>Ottawa</i>
Ward, Richard, <i>City of York</i>	Watson, Jim, <i>Etobicoke</i>	Wellington County Roman Catholic Separate School Board	Wilkie, Catherine, <i>Allentown</i>
Ward, Stephen, <i>Grimsby</i>	Watson, Ken, <i>Hamilton</i>	Wellington County Roman Catholic Separate School Board, Program Department	Wilkinson, (Mrs.) I.
Warren, Alan, <i>Toronto</i>	Watt, Rob, <i>Tilbury</i>	Wellington County Task Force on Youth Violence, <i>Guelph</i>	Wilkinson, Cyril, <i>Aylmer</i> William Lyon Mackenzie Collegiate Institute, Parent Advisory Committee
Warren, Don/Monaghan, Dennis, <i>Elgin</i>	Watt, William R., <i>Nepean</i>	Wellington County Women Teachers' Association	William R. Kirk School, Parent Advisory Committee
Waterloo County Board of Education, <i>Kitchener</i>	Weaver, Ruth	Wentworth County Board of Education	Williams, Carol, <i>Merrickville</i>
Waterloo County Board of Education, Teacher Assistants' Association, <i>Kitchener</i>	Webb, Gary J., <i>London</i>	Wentworth Women Teachers' Association	Williams, Jasmine, <i>Ottawa</i>
Waterloo County Board of Education, Student Conference Planning Committee	Weeks, Ron C., <i>North Bay</i>	Werner, Barb, <i>Stratford</i>	Williams, John, <i>Burlington</i>
Waterloo County Board of Education, History Heads' Association	Weglarz, Mark J.	Wesley, Daniel James	Williamson, Tasha/Williamson, Mandv
Waterloo County Board of Education, Physical & Health Education Subject Association, <i>Baden</i>	Welch-Cutler, Jessie, <i>Weston</i>	West Humber Collegiate Institute, <i>Etobicoke</i>	Wilson, (Dr.) Sybil, <i>St. Catharines</i>
Waterloo County Board of Education, Stay-In-School Initiatives, <i>Kitchener</i>	Welch, Manuela/Clutterbuck, Loretta	Westdale Home & School Association, <i>Hamilton</i>	Wilson, Gary
Waterloo County Principals' Association	Welland & District Association for Community Living, <i>Welland</i>	Western Ontario Region Committee for Gifted Learners, <i>London</i>	Wilson, Paul A., <i>East York</i>
Waterloo County Women Teachers' Association	Welland County Roman Catholic Separate School Board, Principals'/Vice-Principals' Association	Western Technical-Commercial School, History Department, <i>Toronto</i>	Wilson, R. J., <i>Kingston</i>
Waterloo Region Roman Catholic Separate School Board, Welcoming Centre	Welland County Roman Catholic Separate School Board, Program Department	Westside Baptist Church, <i>Hamilton</i>	Winder, C. Gordon, <i>London</i>
Waterloo Region Roman Catholic Separate School Board, Co-operative Education Department/Waterloo County Board of Education, Co-operative Education Department	Welland County Roman Catholic Separate School Board, Dept. of Student Services	White, Wendell E., <i>Tweed</i>	Windigo Education Authority, <i>Sioux Lookout</i>
Waterloo Region Roman Catholic Separate School Board	Wellington County Board of Education and Wellington County Roman Catholic Separate School Board, Conflict Resolution Committee, <i>Welland</i>	Whitehead, LeRoy E., <i>Kingston</i>	Windsor & District Chamber of Commerce, <i>Windsor</i>
	Wellington County Board of Education, <i>Guelph</i>	Whitney Public School, Parent-Student Association	Windsor Board of Education
		Widdop, (Dr.) James H.	Windsor Catholic School Principals' Association, Ad Hoc Committee
		Wierzbicki, Claire	Windsor Council of Home & School Association
			Windsor-Essex County Active Living Coalition
			Windsor-Essex County Health Unit
			Windsor Roman Catholic Separate School Board, Ad Hoc Consultant Group, <i>Windsor</i>

Windsor Roman Catholic Separate School Board	Women's Employment Networking Group, <i>St. Catharines</i>	York Community Services, <i>Toronto</i>	Young, Errol
Windsor Roman Catholic Separate School Board, Co-operative Education Programs	Woo, George Woo, Simon, <i>Markham</i>	York Region Board of Education York Region Board of Education, Physical Education Heads, <i>Richmond Hill</i>	Young Men's Christian Association of Greater Toronto, <i>Toronto</i>
Windsor School Parents' Association, <i>Windsor</i>	Wood, (Dr.) Eric	York Region Board of Education, History Heads, <i>Aurora</i>	Young, Paul, <i>Shelburne</i>
Windsor Secondary School Principals' Association	Wooden, J., <i>Exeter</i>	York Region Catholic Students' Council	Young People's Theatre, <i>Toronto</i>
Windsor Symphony Orchestra	Woodlands School, Woodlands Musical Arts Council	York Region Roman Catholic Separate School Board, Secondary School Principals' Association	Young Women's Christian Association of Canada (YWCA of Canada)
Windsor Women Teachers' Association	Woodroffe Avenue Public School, Parent Advisory Education Committee, <i>Ottawa</i>	York Region Teacher-Librarians' Association, <i>Newmarket</i>	Youth 2000
Wink, Richard, <i>Peterborough</i>	Word Shop, <i>South River</i>	York Region Technical Directors' Association, <i>Stouffville</i>	Youth in Care Connections Across Ontario, <i>Toronto</i>
Winston Churchill Collegiate Institute, Student Group	Workplace Health and Safety Agency, <i>Toronto</i>	York Technology Association, Education Committee	Youth Involvement Ontario Youth Summit Committee of World Council for Gifted & Talented Children Inc., <i>Toronto</i>
Winter, Bruce, <i>Mississauga</i>	Wright, Penny	York University, <i>North York</i>	Youth to Youth Network, Anti-Racism Youth Working Group
Winters, Larry, <i>Mallorytown</i>	Wright, Penny, <i>Brampton</i>	York University, Faculty of Education Students' Association, <i>North York</i>	Ypma, Simon/Ypma, Cathy, <i>Thunder Bay</i>
Wise, James W./Wise, Barbara E., <i>Kitchener</i>	Wright, Raymond S., <i>London</i>	York University, Faculty of Education, <i>Downsview</i>	Zessner, Walter W., <i>Toronto</i>
Wismer, Gladys, <i>Barrie</i>	Wright, Rob, <i>Toronto</i>	York University, Faculty of Education, Educational Foundations Course students, <i>North York</i>	Zimmerman, Blaine
Wodlinger, (Dr.) Michael	Wright, Timothy, <i>Hannon</i>	York University, Faculty of Education, Educational Foundations Course students, <i>North York</i>	Ziraldo, Lynn, <i>Richmond Hill</i>
Women Alive, Social Concerns Working Group, <i>Barrie</i>	Wylie, Dennis/Chilton, Robert		Zobel, Alicja M., <i>Peterborough</i>
Women into Apprenticeship, <i>North Bay</i>	Wynne, Kathleen O., <i>Toronto</i>		Zouganiotis, Helen
Women Teachers' Association of Ottawa, <i>Ottawa</i>	Wyoming Public School, Parent Group		Zypchyn, Karen, <i>Sudbury</i>
	Yardley, Anne/Yardley, Dave, <i>Waterloo</i>		
	Yates, Robert, <i>Erin</i>		
	York Centre for Children, Youth & Families, <i>Richmond Hill</i>		

Appendix B: Youth Outreach

Part 1: Presentations at public hearings – Fall 1993

Student organizations:

Adam Scott Collegiate Vocational Institute students, *Peterborough*

Algonquin College of Applied Arts & Technology, School of Business, Retail students, *Nepean*

Barrie Eastview Secondary School, OAC Physical Education Class, *Barrie*

Board of Education for the City of Toronto, Student Affairs Committee/Toronto Association of Student Councils

Brock University, Faculty of Education, Pre-Service students, *St. Catharines*

C.D. Farquharson Junior Public School students, *Agincourt*

Central Park Senior Public School, Grade 7 & 8 students, *Oshawa*

Change Your Future Program, *Metro Toronto*
Dufferin-Peel Roman Catholic Separate School Board, Student Senate, *Mississauga*

Durham College of Applied Arts & Technology, Pre-Employment Program students, *Oshawa*

Durham Region Roman Catholic Separate School Board, Secondary School Council Presidents

Eagle River Public School, Grade 7 & 8 students, *Eagle River*

Fanshawe College of Applied Arts & Technology, Futures Program Trainees, *Simcoe*

Father Bressani Catholic High School. Athletic Council, *Woodbridge*

Father Henry Carr Secondary School Student Council, *Etobicoke*

Father John Redmond High School, Student Council, *Etobicoke*

Glenforest Secondary School, OAC students, *Mississauga*

Grand River Collegiate Institute, Student Executive, *Kitchener*

Hamilton-Wentworth Roman Catholic Separate School Board, Catholic Student Council Presidents' Association

Highland Secondary School, Alternative Education Program students, *Cambridge*

Humberview School student group, *Bolton*

Jarvis Collegiate Institute students, *Toronto*

Kemptville College of Agricultural Technology, Basic Language Skills Course students, *Kemptville*

King Edward School students, *Windsor*

Kingston Literacy students, *Kingston*

London & Middlesex County Roman Catholic Secondary Schools, Student Council Prime Ministers

McMaster University Students' Union Inc., *Hamilton*

Monsignor Fraser College students, *Toronto*

Nipissing Community School students, *North Bay*

Ontario Association of Catholic School Students' Council Federation

Ontario Secondary School Students' Association, Deputy Premier's council

Ontario Secondary School Students' Association, Central Metro-West Region, *Thornhill*

Ontario Secondary School Students' Association, *Western West Region*

Ontario Secondary School Students' Association, *London*

Ontario Secondary School Students' Association, Western West Region, Sarnia Cabinet Members, *Sarnia*

Ontario Secondary School Students' Association, *Eastern South Region*

Ontario Secondary School Students' Association, *North York*

Ontario Secondary School Students' Association, *Northeastern Region*

Parry Sound High School students, *Parry Sound*

R.H. King Academy, students, *Scarborough*

Raging Independent Student Educational Group (RISE), *Metro Toronto*

Scarborough Centre for Alternative Studies students

Sheridan College, Critical Thinking and Problem Solving students, *Brampton campus*

St-Jean-de-Brebeuf School students, *Brantford*

St. Jerome School Student Council, *Mississauga*

St. Joseph High School students, *North Bay*

St. Lawrence High School, Student Council, *Cornwall*

St. Patrick's Catholic Secondary School students, *Toronto*

St. Paul's Secondary School students, *Trenton*

Stoney Creek Adult High School & Learning Centre students, *Ancaster*

Students from the following five Peterborough-area high schools came together to make one presentation to the Commission: Thomas A. Stewart Secondary School, Student Council, Peterborough; Crestwood Secondary School, Student Council, North Monaghan; St. Peter's Secondary School Student Council, Peterborough; Kenner Collegiate & Vocational Institute, Student Council Peterborough; and Adam Scott Collegiate & Vocational Institute Student Council, *Peterborough*

The Student School, *Metro Toronto*

The Students Commission *Toronto*

The Students Commission, *Sarnia*

United Colours of Merivale, *Hawkesbury*

University of Ottawa, Faculty of Education students

University of Toronto, Faculty of Education students, *Toronto*

University of Toronto, Continuing education students (Design & Technology, Part II)

University of Toronto, Faculty of Education, Future Teachers' Club, *Toronto*

University of Windsor, Faculty of Education, students

Winston Churchill Collegiate Institute student group, *Scarborough*

York Region Catholic Students' Council York University, Faculty of Education. Educational Foundations Course students, *North York*

York University, Faculty of Education, Educational Foundations Course Students

York University, Faculty of Education Students' Association, *North York*

Association d'élèves/étudiant(e)s:

Conseil des écoles séparées catholiques du district de Timmins

École secondaire catholique Marie-Rivier, Conseil des élèves, *Kingston*

École secondaire Étienne Brûlé, Étudiants, *North York*

École secondaire Georges-P.-Vanier, Conseil des élèves

École secondaire Macdonald-Cartier, *Sudbury*

École secondaire Mgr. Bruyère, Conseil des élèves, *London*

Élèves de l'école secondaire l'Essor, *St. Clair Beach*

Élèves de l'école secondaire régionale Glengarry

Fédération des élèves du secondaire franco-ontarien (FESFO), *région du centre*

Fédération des élèves du secondaire franco-ontarien (FESFO), *région du sud*

Fédération des élèves du secondaire franco-ontarien (FESFO), *région d'Ottawa-Carleton*

Fédération des élèves du secondaire franco-ontarien (FESFO), la commission jeunesse

Fédération des élèves du secondaire franco-ontarien (FESFO), *région de l'est*

Fédération des élèves du secondaire franco-ontarien (FESFO), *région du nord*

Inter-Franco scolaire du Sud de l'Ontario, *Toronto*

Youth organizations:

1st Woodbridge Girl Guides, *Woodbridge*

Board of Education for the City of Toronto, Youth Alienation Project

Board of Education for the City of Toronto, Working to Learn Project

Boys' and Girls' Clubs of Ontario, Provincial Youth Council, *Hamilton*

Canadian Youth Foundation, *Ottawa*

City of Toronto, Toronto Young People's Advisory Board

Creating Hope and a New Generation of Equality (CHANGE), *York Region, Markham*

John Brooks Community Foundation & Scholarship Fund, *Youth Council, Toronto*

Lakehead Environmental Youth Alliance, *Thunder Bay*

Leaders-In-Action, *Hamilton*

Lesbian & Gay Youth of Toronto, *Toronto*

Mayor's Youth Advisory Committee, Ad-Hoc Committee on Education, *Mississauga*

Ontario Educational Leadership Centre. Student Leaders of Ontario, *Longford Mills*

Pape Adolescent Resource Centre, *Toronto*

Social Planning Council of Niagara Falls, Junior Social Planning Council, *Niagara Falls*

Teens Educating Against & Confronting Homophobia (TEACH), *Toronto*

TG Magazine, *Toronto*

Youth 2000, *Windsor*

Youth in Care Connections Across Ontario, *Toronto*

Youth Involvement Ontario, *Toronto*

Youth Summit Committee of World Council for Gifted & Talented Children Inc., *Toronto*

Youth to Youth Network. Anti-Racism Youth Working Group, *East York*

Part 2: Non-school venues for students and youth outreach – Spring 1994

Mail visits:

Devonshire Mall, *Windsor*

Eaton Centre, *Toronto*

Rideau Mall, *Ottawa*

Station Mall, *Sault Ste. Marie*

Detention centres, community centres, and other social service agencies visited:

Alexandra Park Community Centre, *Toronto*

Ambassador School, *Toronto*

Beat the Street, *Toronto*

Bethel Home for Young Women, *Scarborough*

Brookside Youth Centre, *Cobourg*

Cecil Facer Youth Centre, *Sudbury*

Community Girls School of Sarnia, *Sarnia*

Covenant House, *Toronto*

Durhamdale House, *Pickering*

Eagle Rock Youth Centre, *Sarnia*

Employment and Education Resource Centre, *Cornwall*

Etobicoke Girls Residence, *Etobicoke*

Fernie House, *Pefferlaw*

Hayden Youth Services, *Ajax*

Hope Harbour Open Custody Facility, *Kitchener*

John Howard Society, *Oshawa*

Kingston Employment and

Youth Service, *Kingston*

Marjory Amos House, *Brampton*

Maryvale, *Windsor*

Massey Secondary School
Program, *Toronto*

Metro West Young Offender
Unit, *Etobicoke*

Native Child & Family Services,
Toronto

Operation Springboard, *Toronto*

Pape Adolescent Resource
Centre, *Toronto*

Portage Open Custody Facility,
Elora

Roebuck Home, *Peterborough*

Rosalie Hall, *Scarborough*

Scarborough YMCA,
Scarborough

Sudbury Children's Aid Society,
Sudbury

Talitha House, *Ottawa*

Theatre Graduation School
Program, *London*

Thunder Bay Young Offender
Unit, *Thunder Bay*

Touchstone Youth Centre,
Toronto

Vanier Centre, *Brampton*

Woodgreen Community Centre,
East York

Youville Centre for pregnant
teens, *Ottawa*

Part 3: Volunteers

Eric Adams

Saryu Aggarwal

Veneta Anand

Camille Bailey

Trasi Beady

Jennifer Beauchamp

Linda Bertrin

Anuja Bharti

Sarah Bobka

Jason Bryan

Heather Bullock

Shelly Cameron

Sam Castriglione

Tuyet Ha Chuong

Krystal Cooke

Vanessa D'Souza

Tim Dafeo

Kelly Dowdall

Drew Eaton

Vicky Eutridef

Miriam Figueroa

Greg Frankson

Kim Fry

Linor Gerchak

Stephanie Gibson

Mandi Gosling

Lisa Graham

Sarah Grant

Mark Grill

Jenn Harren

Susie Herbert

Sheena Hockham

Esther Hoppe

Ryan Hordy

Meghan Houghton

Sonya Howard

Brendan Hughes

Jolene Hunt

Chandra Hunter

Terry Lynne Jewell

Naana Jumas

Katrina Kam

Proesy Kawesa

Nicole Kennedy

Glenn Kukee

Autumn Langis

Matthew Laverty

Jason C. Lin

George Listen

Susan Littleton

Armando Lucarelli

David MacDonald

Ken Mark

Amanda Maud

Lina Mayer

Laura McKibbin

Ryan McNally

Lori Mercier

Kristopher J. Moron

Imran Mughal

Zahra Nathoo

Claire Parkinson

Josh Paterson

Saara-Iлона Pinola

Ben Poiteoin

Kelley Porter

Colin Putney

Julie Racine

Stephanie Raymond

Ryan Rizzo

Shannon Roberts

Mike Rodaway

Vanessa Brandt Rousseau

Daniel Eipaage Rundle

King Siu

Erin Smvie

Navneet Sodhi

Becky Stranberg

Becky Stranburn

Monica Tessier

Norma Jean Trout

Fercana Visnani

Alice Weber

Zerlina Whitecrow

Paula Wilson

Gisele Yanez

Laila Zafar

Special thanks to:

Denise Campbell

Bindu Diahwal

Zenia Wadhwani

Appendix C: Consultation with Groups and Individuals

Abella, Rosie	Brum, Marta	Cousineau, Trève	Finlayson, Ann
Adams, G., <i>United Kingdom</i>	Brzustowski, Tom	Cressy, Gordon	Firestone, William, <i>New Jersey</i>
Adams, Peter, <i>United Kingdom</i>	Burden, Arlene	Curran, Mary	Fisher, Joan
Aitken, Dylan	Burns, K.	D'Allaire, Hélène, <i>Quebec</i>	Fitzgerald, Jane
Alexis, Luc	Buski, Julius, <i>Alberta</i>	Dandurand, Pierre, <i>Quebec</i>	Flint, Kent
Ali, Deka	Butler, David, <i>United Kingdom</i>	Davis, Tom, <i>United Kingdom</i>	Foot, David
Allen, P.A., <i>United Kingdom</i>	Cameron, Hélène, <i>British Columbia</i>	Demetra, George	Forgues, Oscar
Allison, Patricia	Campbell, Brenda	Dennis, Lloyd	Freedman, Bev
Anisef, Paul	Campbell, Denise	Dérose, Antoine	Fullan, Michael
Archibald, Roseanne	Carrier, Denis	Dhaliwal, Bindu	Gabriel, Glen
Armstrong, Jane	Case, Robbie	Diakite, Kaba	Gandikota, Priya
Baines, Dr., <i>United Kingdom</i>	Cazabon, Benoît	Dickenson, Brock	Gauthier, P. Wilbrod
Barben, Deb	CEFFO Executive	DiGiovanni, Caroline	Gittens, Margaret
Barone, Anthony	Chabot, Diane	Dilamarter, James	Gitterman, Aryeh
Bassett, Lydia, <i>New York</i>	Challis, William	Dixon, Bob	Gogna, Sarabjit
Baxter, Graham	Chénier, Raymond	Dorais, Leo	Gonzales, Theresa
Beardy, Madeleine	Chummar, Noble	Doris, Jim	Goodchild, Melanie
Beauger, Joseph	Coalition For Education Reform	Dourette, Phil	Grant, Linda
Beauregard, Remy	Collins, Joan, <i>British Columbia</i>	Downey, Jim	Grattan, Robert, <i>Alberta</i>
Bedeau, Jules	Common, Ron	Doxtator, Harry	Grayson, Linda
Bégin, Fernand	Comptois, Jean	Dryden, Veronica	Green, Duncan
Benhamida, Zaiha	Connors, Pat	Dunning, Paula	Green, Joan
Bexte, Christina, <i>Alberta</i>	Convertini, Angela	Duran, Marcela	Hackett, Helen
Biemiller, Andy	Convertini, Anna	Eakin, Lynn	Haines, Griffiths, <i>United Kingdom</i>
Bintikingombe Mme	Cook, Bob	Earl, Lorna	Hall, Nancy, <i>British Columbia</i>
Bondar, Roberta	Cooke, Crstal	Eastham, Kay	Hargreaves, Andy
Booth, David	Cooke, Dave	Erie I Board of Co-operative Educational Services, <i>New York</i>	Hawkins, Karen, <i>British Columbia</i>
Bourns, Brian	Costa, Filomena	Evans, Roy, <i>United Kingdom</i>	Hendricks, Mary
Boyagoda, Randy	Coté-O'Hara, Jocelyn	Evans, Gareth, <i>United Kingdom</i>	Hill, Anne Marie
Brathwaite, Harold	Collui-Cleveland, Tara	Ewens, Peter	Hill, Ada
Bressette, Beverly	Courchesne, Renaud	Faucher, Rolande	Hindle, Lyn
Broadfoot, Patricia, <i>United Kingdom</i>	Courville, Aaron		

Holmes, Ann	Laxer, Jim	Mauti, Sante	O'Leary, Mary Ann
Houghton, Roy	Leithwood, Ken	Mawhinney, Hanne	Offord, Dan
Inter-Faculty Technical Council	Lemire, Jacques	McArthur, Doug	Ontario Women's Directorate
Jacob, Lynn	Lessard, Remi	McCall, Douglas, <i>British Columbia</i>	Ontario Advisory Council on Women's Issues
Jalsevac, John	Levi, Marion	McDonald, Elaine	Ontario Parent Council
James, Roy, <i>United Kingdom</i>	Levin, Malcolm	McGuire, Norma	Ontario Welcome House
Jamieson, Rebecca	Lewis, Stephen	McKenzie, Hugh	Ontario Association of Deans of Education
Januario, Ilda	Lewko, John	McKeown, Ned	Ontario Council of University Affairs
Jeffrey, Alan	Li, Francis	McKittrick, Sara	Ontario Anti-Racism Secretariat
Jessen, Leigh	Lichti, June	McMurphy, Elsie, <i>British Columbia</i>	Orlikow, Lionel, <i>Manitoba</i>
Jones, Owen, <i>United Kingdom</i>	Lickers, Keith	Messenger, Bill	Orpwood, Graham
Kaplan, Beth	Lim, Sam, <i>British Columbia</i>	Meyer, John	Panschi, Bobby
Keating, Dan	Lind, Phil	Michaud, Pierre	Paquette, Jerry
Kelly, Peter	Lloyd, M.E.R., <i>United Kingdom</i>	Milton, Brian	Park, Paul
Kelsey, Brian	Loretan, Robert	Milton, Penny	Pascal, Charles
Kenny, Brenda	Lowry, Keith	Minchin, Edward	Passmore, Ellen
Kentucky Office of Education Accountability	Luis, Derek	Miskokomon, Joe	Patterson, Joshua
Kentucky Department of Education	MacDougall, Dave, <i>Alberta</i>	Morcos, Baher	Pawis-Tabobondung, Vera
Kilcher, Ann, <i>Nova Scotia</i>	Mackay, Bauni, <i>Alberta</i>	Morgan, Gareth	Pawria, Kavita
King, Allan	Maclaren, Janet	Mortimore, Peter, <i>United Kingdom</i>	Pearl, Stan
Kirner, Joan, <i>Australia</i>	Maclure, Stuart, <i>United Kingdom</i>	Munro, Marg	Pegahmagabow, Merle
Knox, Marilyn	Major, Judith, <i>Washington</i>	Mvogo, Germain	Pelletier, Jacqueline
Lacelle, Gilles	Maloney, Colin	Mwenga, Macky	Penfold, George
Lacelle, Heather	Malubungi, Mueni	Myers, Doug, <i>Nova Scotia</i>	Peters, Gord
Lacey, Veronica	Maracle, Doug	N'Zingi, Sébastien	Phillips, Carol
Lafond, Marie-Josée	Marguerite Bourgeoys Parents' Committee	Nahwegahbow, Leona	Pluviose, Marie-Josée
Landry-Sabourin, Monique	Mark, Ken	Negron, Richard, <i>New York</i>	Poisson, Yves
Lane, Carola	Martin, Richard	Nelson, Fiona	Premier's Council, Economic Lifelong Learning Taskforce
Lapointe, Marie	Marujo, Manuela	Noble, Wendy	Premier's Council on Health, Children and Youth Advisory
Lauwers, Peter	Mather, Dick, <i>Alberta</i>	Nunes, Fernando	
	Mathien, Julie		

Committee	Scane, Joyce	Stoness, Rae	Vigneault, Dolorès, <i>Quebec</i>
Prichard, Robert	Schweinbenz, Horst	Stuart, Susan	Vigood, Toby
Probert, Patricia	Scott, Graham	Stunt, John	Wadwani, Zenia
Rabe, Gustave	Seaton, Jackie	Stursberg, Richard	Wark-Martyn, Shelley
Radwanski, George	Seligman, Joni	Swain, Ron	Wells, Margaret
Rahim, Mohamed K.K.	Sewell, John	Tegert, Jackie, <i>British Columbia</i>	Wells, Stan
Rees, Gwenych, <i>United Kingdom</i>	Shapiro, Bernard	Templin, Mary	White, Frank
Reilly, Tom	Shapson, Stan	Thompson, Tim	Wiggins, Cindy
Rietschin, Sue	Shryburt, Bernard	Tidd, Myrna	Williams, Steve
Rioux, Marcia	Shukyn, Murray	Tidey, Tom	Wilson, Bob
Robinson, Norman, <i>British Columbia</i>	Singh, Allan	Tottenham, Ann	Wilson, Margaret
	Slobodian, Valentina	Toussaint, Pierre-Eddy	Worzel, Richard
Roch, Lucille	Smart, Douglas, <i>British Columbia</i>	Towndrow, Lee	Wright, Judith
Roemer, Frank, <i>British Columbia</i>		Townsend, Richard	Wright, Ouida
Rose, Jim	Smith, Gerry	Tranchemontagne, Clement	Ynez, Giselle
Rouleau, Paul	Solomon Sylvia	Trépanier, Claire	Young, Don
Russell, Carol Crill	Speirs, Rosemary	Trottier, Jocelyne	Youngchief, Mariam
Rutledge, Don	Sponagle, Sandy	Trustees Leadership Assembly	Young-Mitchell, Keri
Sanei, Neshat	Steele, Louise	Twist, Joanne	Zussman, David
Santerre, Annie	Steinhauer, Paul	Vickers, Colin	Zywine, Joanne

Appendix D: Public Hearings – Dates and Sites (September 1993-May 1994)

September 27-28	Thunder Bay St. Patrick's Secondary School	October 6-7	Sault Ste. Marie Korah Collegiate & Vocational School
September 29	Sioux Lookout Queen Elizabeth High School	October 6-7	North Bay St. Joseph - Scollard Hall Secondary School
September 30	Kenora/Keewatin St. Louis Elementary School	October 12	Toronto Royal Commission on Learning Offices
October 4-5	Sudbury Sudbury Secondary School	October 13	Toronto Cardinal Carter Academy for the Arts

October 18-19	London Wheable Centre for Adult Education	November 22	Newmarket Dr. Denison Secondary School
October 20-21	Windsor W.D. Lowe Secondary School	November 22	Markham Markville Secondary School
October 20	Sarnia Clearwater Arena	November 23-24	North York Northview Heights Secondary School
October 21	Chatham Tecumseh Public School	November 29	East York East York Collegiate Institute
November 1	Hamilton Bishop Ryan Secondary School	November 30	City of York York Memorial Collegiate Institute
November 2	Hamilton Briarwood Adult Learning Centre	December 1	Mississauga Dufferin-Peel Roman Catholic Separate School Board Offices
November 3	Guelph Our Lady of Lourdes Secondary School	December 6	Toronto Beverley School
November 3	St. Catharines Lincoln County Board of Education Offices	December 7	Toronto Etienne-Brule
November 4	Kitchener Waterloo County Board of Education	December 8	Toronto Regent Park Duke of York
November 4	Welland Welland County Roman Catholic Separate School Board Offices	December 10	Ottawa University of Ottawa, Faculty of Health Science
November 9-10	Scarborough Winston Churchill Collegiate Institute	December 13	Toronto Brockton High School
November 9-10	Oshawa Eastdale Collegiate Institute	December 14	Toronto Gabrielle Roy Elementary School
November 15-16	Ottawa Albert St. Administration Centre	December 15	Toronto Lawrence Park Collegiate Institute
November 17	Kingston Holy Cross Secondary School	March 2	Timmins Northern College (South Porcupine)
November 17	Cornwall St. Laurent/St. Lawrence High School	May 5	Moose Factory Island Ministik Public School
November 18	Peterborough Thomas A. Stewart Secondary School	May 6	Moosonee Northern Lights Secondary School
November 18	Hawkesbury École secondaire régionale Hawkesbury		

Appendix E: Schools Visited (1993-1994)

Alexander Muir/Gladstone Avenue Public School, *Toronto*

The Ambassador School Program, *Toronto*
(A Division project of Frontier College)

Avondale Secondary School, *North York*

Bishop Belleau Public School, *Moosonee*

Bishop Strachan School, *Toronto*

Canterbury High School, *Ottawa*

Clifford Bowey School, *Ottawa*

École secondaire publique De La Salle, *Ottawa*

École Horizon Jeunesse, *Cornwall*

École Notre-Dame, *Cornwall*

Frank Ryan Senior Elementary School, *Nepean*

The Greenwood Centre School, *Toronto*

Holy Family Education Centre
(Technical School), *Guelph*

Horizon Alternative Senior School, *Toronto*

Lakefield College School, *Lakefield*

Lord Dufferin Junior & Senior Public School, *Toronto*

Mary Ward Catholic Secondary School, *Scarborough*

Moose Factory Ministik Public School, *Moose Factory*

Moosonee Public School, *Moosonee*

Northern Lights Secondary School, *Moosonee*

Pelican Falls First Nation High School, *Sioux Lookout*

Powassan Junior Public School, *Powassan*

Regent Park/Duke of York Junior Public School, *Toronto*

River Oaks Public School, *Oakville*

Rose Avenue Junior Public School, *Toronto*

Senator O'Connor College School, *North York*

Sir Wilfrid Laurier Secondary School, *Orleans*

Smiths Falls District Collegiate Institute, *Smiths Falls*

Sprucecourt Junior Public School, *Toronto*

St. Joseph Scollard Hall Secondary School, *North Bay*

St. Joseph's School, *Calabogie*

Topcliff Public School, *North York*

Walpole Island School and Study Centre, *Wallaceburg*

W. E. Gowling Elementary School, *Ottawa*

Widdifield Secondary School, *North Bay*

Winchester Public School Junior and Senior, *Toronto*

Appendix F: Background Papers – Author and Title

Titles are given in the language in which the paper was written and will be available.

Allison, Patricia A.

“Teacher Education in Ontario”

Biemiller, Andrew

“Indicators of Reading Progress”

Biemiller, Andrew and Booth, David

“Towards Higher Levels of Literacy in Ontario”

Cazabon, Benoît

“École et culture: Créer une culture scolaire qui responsabilise les élèves et les enseignants tout autant qu’elle crée les liens entre l’école, la famille et la communauté”

Corson, David

“Towards a Comprehensive Language Policy for Ontario:
The Language of the School as a Second Language”

“The ‘Sámi Language Act’ in Norway: Implications for Users of
Aboriginal Languages in the Ontario School System”

Coulter, Rebecca

“An Introduction to Aspects of the History of Public Schooling in
Ontario, 1840-1990”

Cummins, Jim

“The Role of Language Maintenance and Literacy Development in
Promoting Academic Achievement in a Multicultural Society”

Daenzer, Patricia and Dei, George

“Issues of School Completion/Dropout: A Focus on Black Youth in
Ontario Schools and Other Relevant Studies”

Dennie, Donald and LaFlamme, Simon

“Rapport de recherche présenté à la commission royale d’enquête sur
l’Éducation en Ontario”

Desjarlais, Lionel

“La vision de l’école catholique de langue française en Ontario”

Earl, Lorna M.

“Accountability and Assessment: Ensuring Quality in
Ontario Schools”

Hagarty, Stephen

“Vision, Purpose, Values and Principles”

Heller, Monica

“Les aspects socioculturels du rôle du langage dans les
processus d’apprentissage”

King, Alan J.C.

“Restructuring Ontario Secondary Education”

Labrie, Normand

“Les politiques linguistiques à l’école: Contraintes et libertés découlant
des dispositions provinciales et nationales et des engagements
internationaux”

Masny, Diana

“Quelques questions de langage dans les écoles de langue française de
l’Ontario”

Mawhinney, Hanne B.

“The Policy and Practice of School-Based Interagency Collaboration”

Michaud, Pierre

“Le centre scolaire-communautaire: réflexion et synthèse des écrits

Muir, Elizabeth Savard

“Summary and Analysis of Recent Literature on Parental Roles in
Educational Governance”

Nagy, Philip

“National and International Comparisons of Student Achievement:
Implications for Ontario”

Orpwood, Graham

“Scientific Literacy for All”

“Consideration of Alternative Models of System Assessment”

Paquette, Jerry

“Major Trends in Recent Educational Policy-Making in Canada:
Refocusing and Renewing in Challenging Times”

Scane, Joyce

“What the Literature Tells Us about School-Based Management in
Selected Jurisdictions: Implications for Ontario”

Stuart, Susan

“Mathematics Teaching and Learning in Ontario”

Williams, Linda D.

“Pre-Service Teacher Education in Selected Provinces of Canada”

In addition to these commissioned papers, faculty Members and graduate
students of the Faculty of Education, York University, contributed papers

The collection was entitled:

“*Equity, Social Difference and Ontario Schools: Collection of 14 Papers for
the Ontario Royal Commission on Learning*” (compiled and edited by Curt
Dudley-Marling)

Appendix G: Commissioners' Biographies

Monique Bégin

Co-chair

A former teacher, Monique Bégin completed her M.A. in sociology at l'Université de Montréal and did doctoral studies at l'Université de Paris (Sorbonne), before working as a consultant in applied social sciences in Montréal. From 1967 to 1970, she served as the executive secretary to the Royal Commission on the Status of Women in Canada and co-signed the report to Parliament. After two years as assistant director of research at the Canadian Radio-Television and Telecommunications Commission, she ran for Parliament as a Liberal.

Re-elected four times (1972–84), Monique Bégin is best known as the first woman MP elected from Quebec to the House of Commons, and as minister of National Health and Welfare (1977–84). In that portfolio, she sponsored a range of legislation, including the Canada Health Act.

Since September 1984, when she left politics, Monique Bégin has been a visiting professor at the University of Notre Dame, Indiana, and McGill University in Montreal, before becoming the first holder of the joint Chair in Women's Studies at the University of Ottawa and Carleton University. In 1990 she was appointed dean of the new Faculty of Health Sciences at the University of Ottawa.

Gerald L. Caplan

Co-chair

Gerald Caplan has had a varied career as an academic and educator, political and social activist, public policy analyst, and public affairs commentator.

He has an M.A. in Canadian history from the University of Toronto and a PhD in African history from the School of Oriental and African Studies at the University of London. He has taught in the history departments at the University of Toronto, the University College of Rhodesia, and the Department of History and Philosophy of Education at the Ontario Institute for Studies in Education. He is the author of several books, many articles and book reviews in academic journals, as well as magazine and newspaper columns.

After leaving OISE in 1977, Gerald Caplan became the Director of the CUSO program in Nigeria, after which he ran the Health Advocacy Unit of the City of Toronto. He then became federal secretary (national director) of the New Democratic Party and national campaign manager for the 1984 election. Shortly after leaving that position, he was appointed (by the Mulroney government) as co-chair of a federal task force on Canadian broadcasting policy. Between the completion of the report on broadcasting policy in 1986 and becoming co-chair of the Royal Commission on Learning in 1993, he was primarily engaged as a newspaper columnist and television commentator, as well as a consultant on government relations.

Manisha Bharti
Commissioner

Manisha Bharti has a list of accomplishments that would be impressive in a woman twice her 19 years. A graduate of St. Lawrence High School in Cornwall, she is currently studying at Harvard University.

Academically, she was a gold award winner, with an average of 90 percent or more in her secondary school courses. In the Waterloo University Mathematics Contests, Manisha finished in the top eight percent of Ontario. Throughout high school, she was a member of her school's SchoolReach and Canada Quiz academic teams. She spent one summer involved in biological research at the University of Guelph and, upon graduation, she was awarded the governor general's medal of distinction.

Manisha was extremely active in a variety of high school activities, including the school environmental club, the school spirit club, and the student leaders organizing committee. She was the Student Council president, chair of the SD&G Inter-School Student Council, and Eastern South Region vice-president of the OSSSA – the Ontario Secondary School Students Association. Manisha was also a representative on the Stormont, Dundas and Glengarry County Board of Education Race Relations and Ethnocultural Equity Committee, as well as involved the board's Environmental and Vision 2000 steering committees.

Manisha has also been active in the broader community, volunteering with the Cornwall Alzheimer Association and the Cornwall Environment Resource Centre. She is a past president of OCTAGON, the Optimist Youth Service Club, and she has volunteered at the Hotel Dieu Hospital. In addition to all this activity, Manisha has attended a number of youth-related conferences and travelled extensively.

Avis E. Glaze
Commissioner

Avis Glaze taught in secondary school and teachers' college in Jamaica before applying to the Ontario Institute for Studies in Education to pursue post-graduate studies. There she completed master's programs in the areas of educational administration, guidance, and counselling, and additional courses in special education, curriculum, measurement and evaluation, and educational psychology. She completed her doctorate in 1979.

Dr. Glaze has taught at all levels of education – elementary, secondary, community college, teachers' college, and university – and has been a superintendent of schools in both the separate and public school systems. As well, she is a member of the Board of Governors of Humber College of Applied Arts and Technology, and a member of the Senate of York University. Dr. Glaze has won awards for her outstanding contribution to education.

In 1983, Dr. Glaze was seconded to the Curriculum Branch of the Ministry of Education as an education officer. She also served as a research co-ordinator with the Ontario Women's Directorate and has worked with both the Ontario and Canadian Advisory Councils on the Status of Women. She is called upon frequently to present at major conferences and to conduct professional development sessions with teachers and workshops with parents and students. Her most recent community involvement is with the Harry Gairey Scholarship Fund.

Dr. Glaze is currently a superintendent of education with the North York Board and a course director in the Faculty of Education of York University.

Dennis J. Murphy

Commissioner

Dennis Murphy is a priest of the Diocese of Sault Ste. Marie and was ordained in 1960. He studied in North Bay, Toronto, Rome, Brussels, and Ottawa, receiving his PhD in education from the University of Ottawa in 1971. Monsignor Murphy has served in his diocese as a parish priest, Chancellor, and Director of Religious Education. He was also a lecturer in religious studies at Laurentian University.

At the national level, from 1967 to 1970 he was the director of the National Office for Religious Education, Canadian Conference of Catholic Bishops, and from 1977 to 1984 he was general secretary of the Conference of Bishops.

In 1986 he founded the Institute for Catholic Education in Toronto, and for the first several years was its executive director.

In 1977 Dennis Murphy was elected to the Nipissing District Roman Catholic Separate School Board, and served for a brief period. He was also chaplain of the Ontario Separate School Trustees Association from 1967 to 1985, and the chaplain of the Canadian Catholic School Trustees' Association from 1971 to 1977.

Throughout his career, he has also served on many boards, including the North Bay Crisis Centre, the Metropolitan Toronto Catholic Children's Aid Society, St. Joseph's Hospital in North Bay, and the University of St. Jerome's College in Kitchener.

